

**spring
printemps**

**city
region
community
ville
région
communauté**

**review
revue
'70**



community review planning

Spring '70
Volume 20, Number 1

CPAC '70	
Regional Government	
Communautés Régionales	
City-Centered Development Regions	
Regionalization and Economic Development	
Logement Public, Habitat Social	
Public Housing, Private Living	
National Urban Policy	
CPAC Logo	
Action Sandy Hill	
Nova Scotia Environmental Council	
Readers' Views	
Planning Vacancies	
Annual Planning Conference	
Cover, CPAC's New Logo	
Couverture, Nouveau Logo de L'ACU	

Editor, André Lapointe
National Director

Publication trimestrielle du Bureau National de l'Association Canadienne d'Urbanisme.

Reproduction gratuite permise avec mention accordée à la Revue, écrite, radiophonique ou télévisée.

Autorisée, Troisième Classe, Permis Postal 3030, Ottawa.

Quarterly publication by the National Office of the Community Planning Association.

Free reproduction in print, on Radio or T.V. permitted with acknowledgment.

Authorized as Third Class mail, Post Office Permit No. 3030, Ottawa.

handling and analysis in the course of this year.

These new developments, as well as the carrying out of the Association's programs at the national and divisional levels during 1970, would not of course have been made possible without the continuing support of the federal and provincial governments as well as the continued enthusiasm of our members. The Honourable Robert Andras, Minister responsible for Housing, at the time of giving his approval to our annual grant for 1970 under Part V of the CMHC Act, took a personal interest in CPAC's activities. In spite of austerity conditions, the amount of this grant will enable the Association to maintain and enhance the level of its activities and programs during 1970.

Finally, I would wish to make a brief reference to the preparations now being made in Winnipeg for the next Annual Planning Conference to be held in that city from September 27 to October 1st, 1970. The theme of the Conference has been titled "A Heritage for All Seasons", and will comprise a study of all the elements involved in the increasingly complex relationship between urbanization and leisure. Next issues of the *Review* will deal more fully with the annual planning conference which promises this year again to be a major event in the involvement of citizens from all parts of Canada in the planning of a better living environment for Canadians.

revue canadienne d'urbanisme

Printemps '70
Volume 20, Numéro 1

A. G. Moffatt, National President	3
J. W. Oliver	4
Affaires Municipales, Québec	7
H. Carol	9
L. O. Gertler	10
B. Schoeller	13
Architects' Journal	14
Honourable R. Andras	5
J. R. Lévesque	15
A. Grayston	20
L. G. Sneath, E. W. Baker	21
	22
	30

In This Issue,

The City-Region-Community National Theme is further studied and explored, by contributors and readers.

Some innovations in public housing are presented.

The new National Logo is introduced. A case study and new developments in citizen participation are included.

Dans ces pages,

Le Thème Ville-Région-Communauté est étudié à nouveau par nos contributeurs et lecteurs.

Quelques innovations en logement social sont présentées.

Le nouveau Logo de l'Association est expliqué.

Une monographie et des développements récents au sujet de la participation du citoyen sont rapportés.

en nous accordant notre subvention pour 1970 manifesta un intérêt personnel pour les activités de l'Association. Malgré les conditions d'austérité cette subvention permettra à l'Association de maintenir et d'accroître le rythme de ses activités et programmes en 1970.

Enfin je mentionnerai brièvement les préparatifs en cours à Winnipeg pour la prochaine Conférence annuelle de l'Association qui aura lieu dans cette ville du 27 septembre au 1^{er} octobre prochain. Le thème de la Conférence qui a pour titre "A Heritage for All Seasons" étudiera l'interaction de plus en plus complexe entre toutes les forces et les conflits qui interviennent dans l'accélération du phénomène d'urbanisation d'une part et le développement de la société des loisirs d'autre part. Nous ferons état de la Conférence annuelle dans les prochains cahiers de la *Revue*. La Conférence est promise cette année à un très grand succès dans le processus d'engagement plus profond et plus généralisé des citoyens de toutes les parties du pays dans le processus de planification en vue de créer un meilleur milieu de vie pour tous.

Allan G. Moffatt
National President
Président National

CPAC '70

This first issue of the *Community Planning Review* in the decade of the 1970s fortunately coincides with important new developments that are taking place in our Association. I would like to take this opportunity of setting out these developments which we hope will contribute to the renewal and further progress of our Association's efforts to deal effectively with the new planning issues which are facing Canada now and which will become more and more important to our environment in the years ahead.

Although many of you are already aware of this situation, I am pleased to confirm that our Association is beginning this new year and this new decade with a new National Director, Mr. André Lapointe, who was selected by the National Council at the end of last year and who took up his duties in the National Office on January 12th, 1970. Previous to joining our Association, Mr. Lapointe was Executive Director to the President of the University of Montreal. From 1957 to 1968, Mr. Lapointe served with the Canadian Foreign Service in Ottawa, New York, New Delhi and Cairo. He is a graduate in law and history and he brings to the Association a varied background of experience and interest which will enable him to provide the imagination and versatility required to carry out his responsibilities effectively.

New blood is also being injected in the Association's staff structure with the recruiting of Mr. Guy Spencer as Executive Director of the British Columbia Division. Mr. Spencer, a planner with several years association with CPAC, both as a member and as a member of the Council of the New Brunswick Division until he moved to British Columbia, has replaced Mr. Bert Kennedy, who has now moved to a new business career but intends to retain his ties with the Association.

A new and striking development, coinciding with this issue of the *Review*, is the adoption by the Association of a new visual image in the form of a logo as illustrated on the cover of this issue and as explained further on the central page spread. The new logo, which will now provide the Association with a new visual identity, is at the same time very attractive and meaningful. It was possible to bring together all the important elements of the Association's objectives and purpose in a stylized visual form which I believe very dramatically projects CPAC's new role as re-defined in 1967. The new logo is the product of a collective voluntary effort from members of the Association, and is a fine example of the combination of those skills and talents that exist and are available within our membership.

Two additional important developments will be taking place in the coming months as a result of decisions taken by the National Council at its recent meeting held in Ottawa on March 13 and 14. First, National Council approved a proposal for an integrated organization system for the Association which will permit Divisional Councils as well as National Council to establish priorities and develop programs in line with major planning issues facing the development of the Canadian environment at any given time. Moreover, this organization system has a built-in self-evaluation procedure which will permit Divisional Councils and National Council to assess the results of our activities and to follow through with appropriate action within the Association, with other associations, and with government agencies and departments in order to enhance the Association's contribution to the global planning process in Canada at all levels of responsibilities.

The Council also took another major decision at its recent meeting with respect to membership recruiting, membership servicing, and a new aspect of membership involvement in Association affairs. The National Director has been requested to study the feasibility and carry out the implementation of a new computer-based system for membership recruiting and servicing which will then permit a more direct participation and involvement of the membership through the technique of opinion sampling thanks to the use of computer facilities. It is hoped that a program can be devised at a sufficiently low cost to enable the Association to begin registering new members and renewals of membership on magnetic tape for computer

L'ACU '70

La publication de ce premier cahier de la *Revue Canadienne d'Urbanisme* de la décennie '70 coïncide avec un certain nombre d'événements importants au sein de notre Association. Je voudrais faire état ici de ces événements qui, nous l'espérons, contribueront au renouveau et au développement de notre Association dans les efforts qu'elle fournit pour s'attaquer efficacement aux problèmes de planification et d'urbanisme auxquels le Canada doit faire face et qui auront pour notre milieu de vie une importance croissante dans les années qui viennent.

Plusieurs d'entre nous savent déjà que l'Association commence cette nouvelle décennie avec les services d'un nouveau directeur national. Monsieur André Lapointe, choisi par le Conseil national à la fin de l'année dernière, entrait en fonction le 12 janvier 1970. Jusqu'à cette date, monsieur Lapointe était adjoint administratif au Recteur de l'Université de Montréal. De 1957 à 1968 monsieur Lapointe fit partie du service diplomatique canadien et servit à Ottawa de même qu'à New York, New Delhi et le Caire. Gradué en droit et en histoire il apporte avec lui à l'Association une expérience variée et multiple qui lui permettra de faire preuve de l'imagination et de la versatilité requises par ses nouvelles fonctions.

La structure administrative de l'Association s'enrichit de plus d'un nouveau directeur exécutif pour la division de la Colombie Britannique en la personne de monsieur Guy Spencer. Urbaniste, membre de l'Association depuis plusieurs années et membre du Conseil divisionnaire du Nouveau Brunswick jusqu'à son passage en Colombie Britannique, monsieur Spencer succède à monsieur Bert Kennedy qui entreprend une carrière dans les affaires mais continuera de participer à l'Association.

Un autre événement marquant, coïncidant avec ce numéro de la *Revue*, est l'adoption d'un nouveau symbole visuel tel qu'illustré sur la page couverture et expliqué plus loin. Ce nouveau logo fournira à l'Association une identification visuelle à la fois attrayante et significative. Tous les éléments importants de nos objectifs s'y trouvent réunis pour projeter une image à la fois stylisée et dramatique du rôle nouveau que s'est donné l'Association en 1967. Ce nouveau logo est le fruit d'un effort collectif de nos membres et constitue un exemple éloquent de la créativité que nous retrouvons dans nos rangs.

Deux autres événements importants viendront s'ajouter d'ici peu à la suite de décisions récentes prises par le Conseil national au cours de sa dernière réunion les 13 et 14 mars à Ottawa. Premièrement le Conseil approuvait l'adoption d'un système intégré d'organisation qui lui permettra de même qu'aux Conseils divisionnaires d'établir plus facilement les priorités et programmes de l'Association en fonction des problèmes majeurs auxquels les milieux de vie canadiens devront faire face. De plus ce système d'organisation comporte une procédure d'auto-critiques qui permettra aux Conseils national et divisionnaires d'évaluer les résultats de nos activités d'en assurer l'impact de façon appropriée à l'intérieur de l'Association, auprès d'autres associations et auprès des agences et ministères des divers gouvernements en vue d'augmenter la contribution de l'Association dans son ensemble au processus global de planification et de développement au Canada et à tous les niveaux de responsabilité.

Le Conseil prit une autre décision majeure à sa récente réunion au sujet du recrutement de nos membres et de leur participation aux programmes et activités. Le Conseil a demandé au directeur national d'étudier la possibilité d'implanter un système informatique pour le recrutement et l'enregistrement des membres qui grâce à l'utilisation de l'ordinateur favoriserait une participation accrue par le truchement de relevés d'opinion. Nous espérons qu'un modèle pourra être conçu et réalisé assez économiquement pour nous permettre de commencer la transcription des inscriptions des membres sur ruban magnétique au cours de la présente année.

Ces nouveaux développements qui viendront s'ajouter à la réalisation de nos programmes annuels pour 1970 n'auraient pas été possible sans l'appui réitéré des gouvernements fédéral et provinciaux et les contributions bénévoles de nos membres. L'Honorable Robert Andras, ministre responsable du logement,

REGIONAL GOVERNMENT

J. W. OLIVER

Commissioner,
Prince Albert, Saskatchewan

It seems obvious to anyone who has made more than a casual study of the problem that to bring order out of the chaos of local government is the most important problem to which we can address ourselves. It will not be easily done but, if it is not done, living in cities will become impossible and living in cities is clearly the future for most Canadians.

Today most Canadians accept the myth that government can and should solve all the problems which stand in the way of providing a good standard of education, health, welfare, housing, transportation, police and fire protection, sanitation and pollution prevention, water production, parks and recreation, justice, and full employment for all. The purview of government is popularly considered as the total environment.

There is a refusal to accept the division of responsibility between the local levels (municipal, education and other single-function boards), the provincial and federal levels of government as sufficient reason for delay in solving problems. Government in the public mind is indivisible and, unless results are produced, the public turns against the government at the next election.

Monsieur Oliver définit les questions fondamentales qui doivent être posées au sujet du concept et de la réalisation du gouvernement régional.

The public wants to be informed about the day-to-day developments of government, and of the doings of politicians at all levels, so that it may evaluate the process by which its dreams are being realized, the persons involved in the changes being made and the speed of change. There is an impatience with delay and a determination to make the public will felt.

Canadians seem to want effective government and to be determined to get it. Citizens are becoming aware, however slowly, that two kinds of actions by provincial governments over a period of many years have altered the decision-making capabilities of local councils and left them literally powerless.

The first was the institution of conditional grants-in-aid. Always, the municipality has to find some money in order to qualify for these grants. With large grants dangled before it, the council is forced to forego its own priorities in order to obtain grants, frequently for work of much lower priority. The grants are included in the budgets of provincial government departments to suit political expediency or departmental policy and have general application. Fortunate is the municipality whose needs fit the order of these general intentions and damned is the municipality whose needs are storm drainage or some other priority in which no provincial department is interested.

The second was the transfer of many local municipal functions to single-purpose regional boards. Again grants were made so attractive that no municipality dared say no. Each board consists of persons appointed by the local elected councils, sometimes from their number but often the appointment is given as recognition of power in the community held by someone not elected. The boards are generally unwieldy, meet infrequently, have power to make demands for money on the local councils and are, in fact, government with authority to tax but without providing representation.

This wholesale delegation of powers to boards and commissions, has left the municipal council with the responsibility for the operation of the fire department and the public works department and the collection of taxes for the multitude of single-purpose boards created. The result is that the local council is frustrated by the claims of a prior right to the real property tax dollar by the boards and by their use of the community credit, sometimes to the point where the local council cannot borrow at all.

WHAT

The WHAT of Regional Government

Regional government has been described as a responsive and responsible authority to which an appreciable number of important functions are assigned and whose territorial extent is greater than that of existing local municipalities.

The Ontario provincial government has accepted five criteria for regional government:

- the region should exhibit a sense of community.
- the region should have a balance of interests.
- there must be an adequate financial base.
- the region should be large enough so that local responsibilities can be performed efficiently; and
- regional boundaries should make possible maximum co-operation between regions.

and has added three others:

- to seek community participation and, where possible, community acceptance.
- to have the new regional boundaries or combinations of them usable by provincial or other ancillary organizations.
- where two tiers (local and regional) are proposed, the same criteria would be used for both.



WHO

The WHO of Regional Government

To consider who makes regional government possible, we need to see that the design of the region must be dependent on content and impact of services people need, how best they can be delivered and their relevance and utility. We must decide the objectives we wish to reach and the quality of services we are to provide. We can even consider if, in some areas, we are not over-servicing by providing a higher level of service than is required or by providing competing but similar services originating in different governmental sources.

There is a tendency to think of regional government as some form of reorganization of government which is to result from the various local governments recognizing their collective dilemma and amalgamating. Provincial governments have indicated they suffer from this form of myopia, too.

It is the provincial government which is building highways, negotiating for new industries, controlling water resources, regulating pollution, providing power and gas, building public housing, deciding on whether schools or hospitals shall be built and where, and controlling loans by which municipalities provide themselves with new facilities. These elements determine what actually happens in our regions, and they are under the control of the provincial government.



HOW

The HOW of Regional Government

We believe that regional government can only come about by courageous and determined action of the provincial government. Once regional government is firmly established, it is possible that the local tier (municipal) government might wither away.

If, however, one accepts as facts of life that parochial interests reflect their own values and have been successful over a long period in preventing the provincial government using its legal powers to make boundary changes; that the vested interests in favour of the status quo are determined and powerful; and that those who would benefit from the change are political non-persons, one would be inclined to assume that regional government is an impossibility.

Premier Robarts of Ontario has said, "Any regional development structures created by this government will be such that they will not disturb the existing power and authority of the municipal and county councils within the region. Great caution has been exercised to avoid the imposition of new forms of government."

WHAT

The British Columbia approach is more tentative. The province is to be divided into 29 regional districts. The regional concept is a device for combining functions, not political amalgamation. A board is established of members of the participating councils to undertake services and administer them jointly. Hospitals are the only statutory function and the government appears to be waiting until 1971 to decide where it is going. If other functions are not added voluntarily, to the satisfaction of the government, it may legislate their inclusion in the regional functions. The British Columbia region has borrowing power but gets its money from participating municipalities.

WHO

In this sense, the provincial government is handling those things that determine the structure of the region and local governments are concerned with the fabric that goes into the structure. If the assumption is correct that the possibility of regional government can only come from the senior government action, we need to look much more closely at the functions of the provincial government and how they relate one to another, and to the objectives of regionalization. Do the departments of the provincial government relate their programs to each other? Are they looked at as parts of an integrated program aimed at conscious goals, or are they separately self-contained aspirations? If they are, how can municipalities adequately perform their roles in such a situation?

HOW

This is a hopeful sign because one can expect that this speech was to allay fears created by his government doing just those things. In fact his Minister of Municipal Affairs, Darcy McKeough, says, "The minimum acceptable population for a lower tier municipality is from 8,000 to 10,000. At the moment 90% of our municipalities are below this minimum figure."

Hopeful, too, is the statement at all levels of government that they haven't the money for more or expanded programs. Once we start running out of money, we are forced to plan. And this will eventually lead to integrated regional planning involving all levels

Saskatchewan's geography and sparse population make it necessary to develop our own criteria. We suggest that:

- each regional government should be developed around a city or large town which is involved as part of the region.
- initially the functions should be those already served on a regional basis operated by boards and such services operated by a provincial government department as can be added thereto.
- boundaries should be established so that two or more regions might join together where a service can economically be operated in a larger area than one region.
- representation cannot be by population because of the disparate densities involved.
- planning, assessment and taxation be added as functions as quickly as possible.

It seems sensible for the provincial government to establish provincial regions within which it can organize its own actions. If such a structure were established it would high-light the need to rationalize local government within the same regional boundaries.

Who asks that municipalities restructure themselves is ignorant of the present power structure and the effect regionalization will have on it. The local politician will have none of it. He would lose power, even if he did not lose his place. Commitment to a plan and a program ends his opportunities for ad hoc decisions, for treating each decision as a unique situation which the pressures of the moment can influence.

Similarly, the present confused and over-lapping responsibilities permit the politician to escape, almost completely, direct accountability for his mistakes or failure to act. Clarity of responsibility forces action in the full glare of publicity.

of government. We hold that it is axiomatic that planning is an exercise in futility unless it is combined with a comprehensive set of functions through which the planning can be made effective.

There is a new tide running in Canada which says: "Governments are indivisible; you had better start serving people in an integrated way, as a unit, otherwise you will be swept aside". This, too, represents hope for regional government. It simply means going to the ballot box and dumping the people who will not learn to plan regionally.

It is not suggested that the Community Planning Association of Canada should join the clamour for greater involvement of government in guaranteeing all things to all men, but we do suggest that groups could be set up in each province to study the possibilities of regional government where no studies have been made; and to review the study where this is already

- the greatest possible flexibility be retained in the arranging for adjusting boundaries, changing functions, electing representatives, etc., so that changes can be made where they seem desirable in the light of experience.

- the provincial government examine its services so that there might be a transfer of departmental services to the regions, to the end that the region might be as comprehensive as possible in its services to people.

- the financial base of the region be made as sound as possible, by stabilizing the demands for education on real property taxation, and by grants-in-aid from senior governments, to the end that, as far as possible, services to people be paid for by sources other than real property taxation and that real property taxation be used in large measure for service to property — police, fire, local improvement charges, and maintenance and operation of physical facilities of the community.

Then there are the vested interests. Some of these are tangible and others intangible. Local government is a large purchaser of goods and services and how these are channelled can be important. The total of funds paid in honoraria, allowances and travel expenses to an army of function persons is not inconsiderable. The ego support of public office is well recognized. The vested interests exist, are vocal, and are wise to the maze through which one must go — they are the establishment. Those who will benefit from the change do not exist as an organized political force; they are the voiceless, faceless.

in existence. If the study or review satisfies the provincial branch that regional government should be introduced, then it would seem purposeful to throw the not inconsiderable weight of the Community Planning Association of Canada behind the project.

This could be done by publicity to sell the means of providing the change to people generally, but more particularly, to elected local government officials, members of planning commissions and appointed officials at both the local and provincial levels.

We believe that the job of introducing local government is not an easy one, and every effort will be made to compromise a comprehensive and thorough-going system in favour of partial, inadequate solutions, but this should not deter the Community Planning Association of Canada from making its contribution.

NATIONAL URBAN POLICY

In a major address to the C.I.P.A. Conference in Toronto on February 27, the Honourable Robert Andras gave what could be an introduction to the formulation of an eventual National Urban Policy. Previous commitments for this issue allows reprinting only brief abstracts from this address.

Quelques extraits d'une importante allocution de l'Honorable Robert Andras à Toronto le 27 février qui laissent présager la formulation éventuelle d'une politique nationale d'urbanisme.

"In the simplest of terms, we have drifted into urbanism without a clear understanding of what the requirements of that way of life are. One rule of life is that there are costs and benefits to most actions. The benefits were obvious — the higher standard of living, the greater cultural and scientific opportunities, the vastly expanded networks of human contact — all could best be obtained in an urban environment. But the time to assess the costs has come, and, because we ignored them in the past, the toll has reached dimensions that are truly unnerving."

"The modern urban unit is a direct product of and key contributor to modern economic development. These units provide the enormously important dimension of scale in terms of large accessible markets and pools of labour, skills, specialization and capital that permit modern industry to continually undergo expansion and rapid technological change. Urban growth is thus the spatial aspect of modern economic development."

"Because of the dominating influence of economic activity originating in urban areas, the economic growth of the nation had led to a high degree of polarization of national life in the largest cities. The result is that more and more activity seeks to locate in a relatively closed environment — the rapidly increasing population seeks additional space for homes; industry and commerce seek space for their activities; and the need to move between home and work, and home and markets requires modes of transport that further require urban space. This competition for urban space makes that space more costly and it is this fact of intense competition for urban space that underlies most of our observed urban problems."

"But size alone is not the only source of the problem. Very high growth rates in urban space requirements, stemming from rapid economic expansion and associated population growth, make the urban process particularly unmanageable."

"This perspective permits us to explain — but not justify — why public policy in all modern nations has been unable to deal with their urban problems. By failing to come to grips with the urban unit as a complex system interacting within spatial limits, policy has been evolved in a piecemeal fashion. Housing problems were tackled as if the urban context were irrelevant."

"Partly because of the lack of a relevant context for dealing with urban problems, and the resulting frustration of urbanites as their concerns mount in defiance of apparently futile solutions, the public attitude to these has become emotional and angrily demanding of the treatment of the symptoms rather than the removal of the causes. As each new issue comes into the limelight, it is immediately magnified and often distorted beyond its proportions so that rational discussion goes by the board. Too often, institutional reaction is either trauma or panic patchwork. This is extremely costly in the long run, for it prevents the settling of clear priorities, and leads to a massive mis-allocation of public funds."

"What we have then is an urban policy vacuum. We are doing things to our cities, but not for them. What then can we offer in its place?"

"First, we shall have to arrive at a broader consensus on our urban objectives. This means that better ways of communicating our desires must be developed. New channels of communication must be opened, and kept open. Communication must move in both directions — people are not willing only to be talked to — they want also to be heard."

"Second, the objectives that we set for our cities must be as wide in scope as our urban reality."

"Third, we must ask how our policy framework can be reformed to permit a more effective attainment of our urban objectives."

"If this calls for a National Urban Policy, then I would caution that it would have to be:

NATIONAL, not Federal, for this would surely entail the collective response of Canadian society and all its political institutions;

URBAN, not municipal or local, for the senior government does not have the ability nor should it be allowed to run the cities in their infinite and intimate detail, street by street, neighbourhood by neighbourhood.

POLICY, not a collection of random, conflicting, chaotic interventions."

QUÉBEC '70

RÉGIONALISATION, MON AMOUR

MONTREAL	+	29	=	1
QUÉBEC	+	25	=	1
HULL	+	31	=	1
COMMUNAUTÉS URBAINES			=	3

Depuis le 1er janvier 1970, les régions de Québec, Montréal et de l'Outaouais sont dotées chacune d'une Communauté urbaine d'envergure régionale.

Élément complètement nouveau au Québec, la communauté urbaine est un organisme supramunicipal qui permettra de regrouper certains services intermunicipaux tout en assurant une meilleure coordination, une plus grande efficacité, une qualité accrue et surtout, une distribution plus équitable des services à l'échelle régionale compte tenu de la capacité financière restreinte des petites municipalités.

La Communauté urbaine constitue donc un véritable organisme régional détenant une large autonomie administrative. Toutefois, les municipalités actuelles demeurent et conservent leur identité si elles le désirent.

Le système de fonctionnement des communautés urbaines est basé essentiellement sur le principe de la participation. En effet, chacune des municipalités est représentée au sein d'un organisme intitulé: Conseil de la Communauté.

Un Comité exécutif applique les décisions du Conseil et administre les affaires de la Communauté.

La Communauté urbaine de Québec comprend 26 municipalités. Celle de Montréal 30 et celle de l'Outaouais 32.

Since January 1st, 1970, the Québec, Montréal and Hull regions have been consolidated into three urban communities under a metropolitan-regional government structure. An outline of the main characteristics of these new regional communities and the sharing of responsibilities between them and existing municipalities is provided below from the Quebec Department of Municipal Affairs.

Compétences de la Communauté:

la lettre D indique que le service décrit *doit* être pris en charge par la communauté;

la lettre P indique que le service décrit *peut* être pris en charge par la communauté si ses membres (les municipalités) en font la demande.

	QUÉBEC	MONTRÉAL	OUTAOUAIS
Évaluation des biens immobiliers, révision de cette dernière, recensement.	D	D	D
Etablissement d'un service centralisé de traitement des données, facturation et envoi des comptes de taxes (aussi domaine scolaire pour Montréal).	D	D	D
Uniformisation de la réglementation de la circulation, synchronisation des systèmes de contrôle mécanique de la circulation sur les grandes voies de communication et les rues intermunicipales.	D	D	D
Elaboration de normes minimales en matière de construction.	D	D	D
Elaboration d'un schéma d'aménagement du territoire.	D	D	D
Etablissement de fonds industriels et promotion industrielle.	D	—	—
Promotion touristique.	D	—	—
Etablissement de systèmes intermunicipaux d'eau potable.	P	D	D
Etablissement de systèmes intermunicipaux d'égouts (et d'épuration des eaux pour Montréal et Québec).	D	D	D
Coordination et, le cas échéant, intégration des services de police et coordination des services de protection contre l'incendie dans le territoire de la communauté.	P	D	P
Intégration des services de protection contre l'incendie.		P	
Disposition des ordures.	P	D	D
Élimination de la pollution de l'air.		D	
Santé publique.	P	D	P
Loisirs à caractère régional, y compris l'établissement de parcs régionaux.	P	P	P
Construction de logements à loyer modique.	P		P
Construction de centres d'habitation subventionnés.		P	
Bibliothèques intermunicipales.	P	P	
Transport en commun (commission de transport constituée par le lieutenant-gouverneur*).	D*	D	D*

De plus, chaque communauté doit préparer et soumettre dans un délai variable (de 1 à 5 ans) un projet de réaménagement des limites territoriales des municipalités.

Chaque municipalité englobée dans la Communauté urbaine de Québec et régionale de l'Outaouais est représentée par un membre au Conseil de la Communauté. Normalement, c'est le maire à moins que le conseil municipal ne désigne un autre délégué.

Le Conseil de la Communauté urbaine de Montréal a un statut particulier. Il est constitué du maire et des conseillers de la ville et d'un représentant de chacune des autres municipalités sous sa juridiction.

Le Comité exécutif de la Communauté urbaine de Québec se compose de sept membres; celui de l'Outaouais en comprend huit et celui de Montréal, douze.

Les trois communautés détiennent de vastes pouvoirs pour réglementer l'aménagement du territoire à l'échelle régionale; également en matière d'évaluation, de recensement de la population, d'uniformisation de la réglementation en ce qui a trait à la circulation et à la construction.

Par ailleurs, les trois organismes régionaux pourront étendre leur juridiction sur la construction de logements à loyer modique, sur la santé publique, la coordination et l'intégration des services de police et de protection contre les incendies.

Plusieurs autres pouvoirs particuliers pourront être appliqués par chacune des communautés.

De la Communauté urbaine de Québec dépendent l'actuel Bureau d'assainissement des eaux du Québec métropolitain et la nouvelle Commission de transport. La Commission d'aménagement devient un organisme consultatif.

D'autre part, la Commission de transport de Montréal devient une corporation d'envergure régionale au sein de la nouvelle Communauté urbaine.

Une société d'aménagement est créée dans le cadre de la Communauté régionale de l'Outaouais qui devient le principal agent de développement économique de ce secteur. En outre, la loi prévoit la mise sur pied d'une Commission de transport.

Au chapitre du financement, les dépenses des Communautés de Québec et de l'Outaouais sont couvertes par un budget provenant de la perception d'une taxe dont la base est l'évaluation des biens-fonds imposables ou leur revenu ou les deux à la fois.

Dans le cas de Montréal, les dépenses de la Communauté sont réparties entre les municipalités en proportion de l'évaluation de leurs biens-fonds imposables.

CITY-CENTERED DEVELOPMENT REGIONS

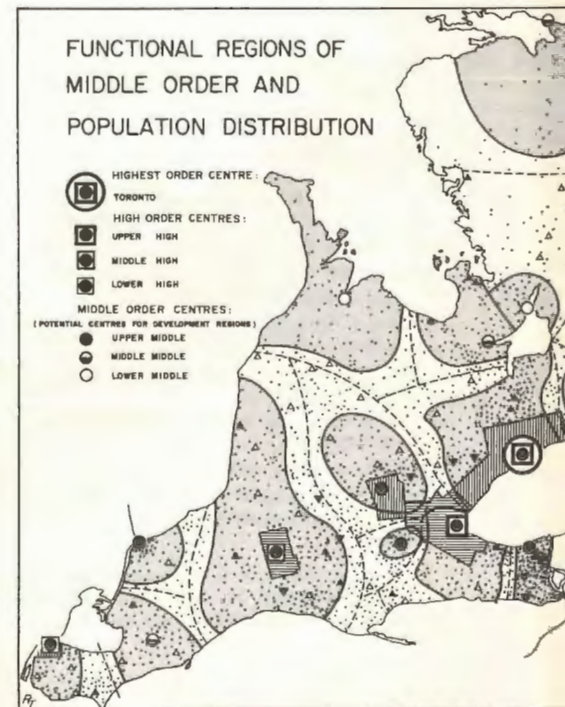
H. CAROL
York University

Regional development may be considered as an attempt by public and private agencies to minimize the undesirable effects of technological change and maximize the desirable effects of economic growth throughout a given area. Regions with a tendency to lose employment and consequently lose population are to be fostered in various ways through the agencies of regional development. As early as April 5, 1966, Ontario's Prime Minister stated that development plans should be "based on the concept that regional growth centres are the unifying social and economic force within the region". The planning concept of growth poles has received world-wide acceptance. Similarly, the Government of Quebec is engaged in the process of regionalizing its province.

The city's central functions constitute the main unifying bond between the activities of the people of the city and its rural-urban hinterland. The city forms a socio-economic hub for the whole population of a city-centred region, farmers and non-farmers, workers, housewives, and children. More specialized than the central functions are the commuter relations between the city as centre of employment and the rural areas as residence of employees. Another form of interrelation between the city and its rural hinterland is provided by outdoor recreation within the hinterland of the city. With increasing mobility the whole "urban field", becomes increasingly important. This interdependence has established, it is assumed, a *community of interest* among the people of a city-region. It is postulated that regional consciousness and interest will mobilize the local initiative to development, supplemented or directed by the province.

The present paper hypothesizes that the city's central functions are the most general to serve as the basic criterion for the delimitation of meaningful planning regions. Geographers have carried out various studies on central functions in Ontario, such as newspaper circulation areas and sophisticated studies of complex hierarchical patterns in parts of Ontario and elsewhere. However, an overall and up-to-date study for all of Ontario or all of southern Ontario is still wanting. The present brief review begins with an analysis of the functional pattern of one of Ontario's "economic regions", continues with an overall view of southern Ontario's central place hierarchy, and terminates with the application of the central place study to the problem of delimiting a potential set of city-centred development regions.

To further review and study the city-region-community theme within the Association, these two companion articles by Professors Carol and Gertier are reprinted from a recent issue of Ontario Geography, a publication of the Department of Geography of the University of Western Ontario.



REGIONALIZATION AND ECONOMIC DEVELOPMENT

L. O. GERTLER
University of Waterloo

Poursuivant l'étude du thème ville-région-communauté, nous reproduisons ici deux articles par les professeurs Carol et Gertler parus dans une récente édition de Ontario Geography, publication du Département de Géographie de l'University Western Ontario.

Professor H. Carol has given a highly plausible exposition of a concept of city-centred regions. The philosophy of this concept must be applauded for Carol is in search of a system of regions that will provide a suitable stage for social action on the issues of regional development. This leads him to emphasize those contacts between city and hinterland which have a large personal element, and which consequently become the cement of an emerging regional community.

While in broad agreement with this approach, I confess to one serious misgiving. The central place theory of the region, formed by a central place and its service contacts with a tributary area, is a backward looking concept. It has its origins in the market centre idea which itself had its origins in rural society. No issue can be taken with this concept as such as a criterion for regional delineation, but it is suggested that it is only one criterion. In our time it is not the most decisive criterion for defining the urban-centred region. We have to keep our eye on the centrifugal forces—the outward thrust of the city into rural areas. What is referred to here is the phenomenon of the urban field; that is, the area defined by the artifacts—functional, ceremonial, and symbolic—of urban and ex-urban man. This is not just a facile way to say that our regions are defined by the limits of urban sprawl and the urban shadow. It refers rather to the effects of the present tendency to increase the speed and reduce the time-distance of intra-regional travel. Blumenfeld, writing on the “theory of city form”, has demonstrated that every new means of intra-urban transportation brings about horizontal growth. He traces this path in North American city development through the phases of the horse and buggy, streetcars, suburban railroads, subways, buses, and automobiles. Within the contemporary metropolitan area we have reached, thanks to the ubiquitous automobile, the final form of growth: the phase of interstitial growth. The space between the suburbs, established along radial transportation lines, has filled in, creating a solid, densely built-up area. We have by now gone through several cycles of establishing new urban nuclei on the fringe, followed by the filling-in process, and further suburban “leaps”, repeating the process.

We have, in essence, reached a stage in the most heavily urbanized parts of southern Ontario where, given the time-distance tolerances of urban travel, we appear to have attained the limits of the automobile's range as an agent of urban transportation. Furthermore, if the secular trend continues, we are probably on the brink of breaking through the technological barrier with new or adapted modes of intra-regional transportation that will greatly extend the scale of development, creating a new form of settlement, the regional city. This, it is suggested, should become, in progressive thinking about a regional system in Ontario, a decisive criterion of regional delineation.

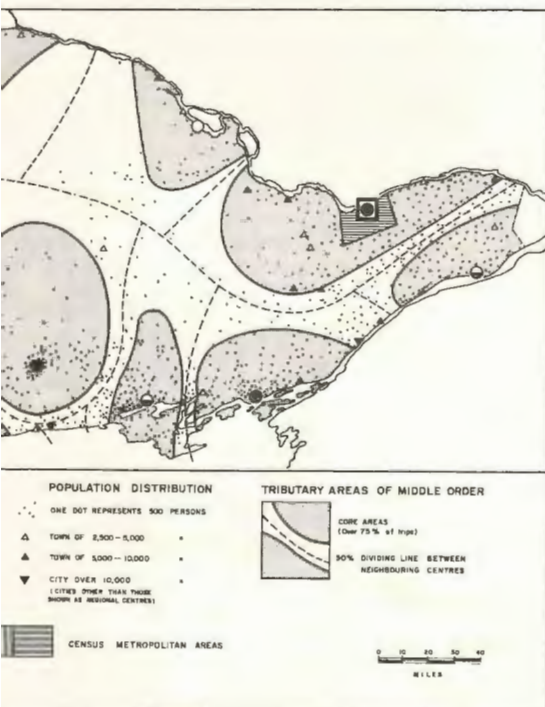


FIGURE 1

H. CAROL

The Lake Ontario Economic Region:

The Lake Ontario Economic Region is composed of two complete functional regions of middle order: the very large but thinly populated Peterborough region (146,000 people) and the smaller Belleville region (121,000 people). The southwestern part of the economic region belongs to the Oshawa region (127,000 people) and the southeastern part to the Kingston region (161,000 people). Thus the Lake Ontario Economic Region falls into the orbits of four centres of middle order; consequently, it does not possess the quality of a functional unit.

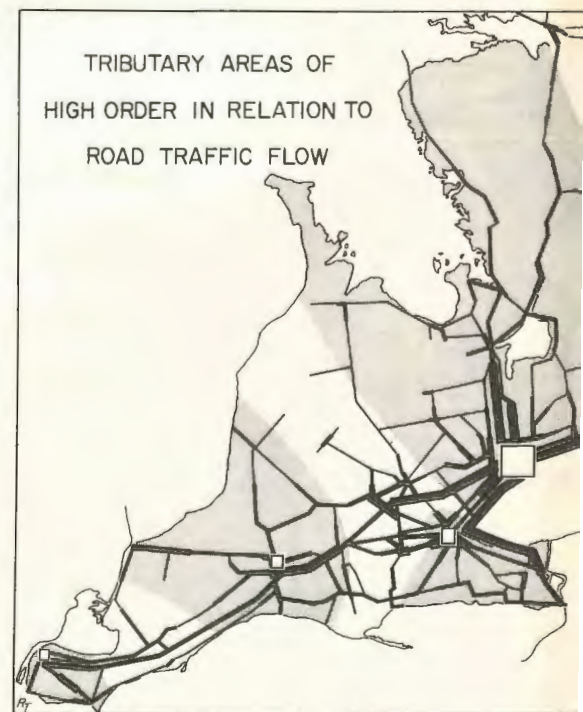
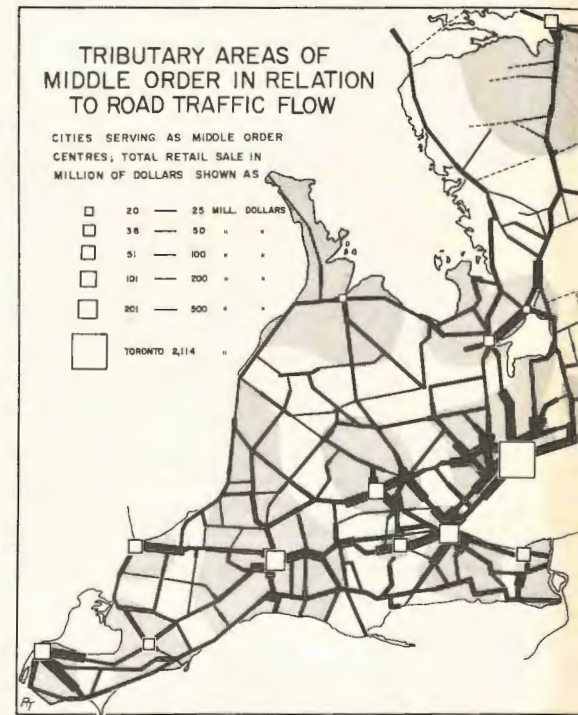
According to the ARDA soil capability maps¹ the northern region on the Shield is considered almost exclusively as class 7 land, followed by the region of the limestone plains of class 6 land, followed on the till soils of the better agricultural lands in classes 1, 2, and 3. Related to the soil capability zones is the agricultural productivity of farms and the distribution of the rural population: very thin on class 7 and 6 land, with highest densities occurring on class 1, 2, and 3 land. A recreational capability evaluation would reveal a reversed ranking: highest in the lake-studded parts of the Shield and lowest in the fertile lands. The structural-resource-based regions, of a formal or uniform nature, stretch in an approximately east-west direction and of course do not end at the north-south boundaries of the economic region. The conclusion of the survey shows no evidence that the economic regions are uniform in terms of structure (S), function (F), production (P), and marketing (M). What then is the nature of the economic regions? They are, I believe, a more or less arbitrary grouping of several neighbouring counties. These regions may have served their original function as devices for collecting analytical data, but there is little to indicate their suitability as development regions. In contrast, the city-based regions of a nodal or functional nature are closed units of an entirely different shape.

The City-Centred Functional Regions of Southern Ontario

Of the whole hierarchy of central places only the middle and high order centres appear to be relevant in connection with identification of suitable nodes for development regions. As a first step, the identification of the hierarchy of central places was established. Of all statistical criteria tested, the best available proved to be the data on total retail sales for cities and metropolitan areas. Those considered highest (6th) order centres had retail sales of over one billion dollars (Toronto, Montreal, Buffalo, and Detroit); those considered high (5th) order centres had values between one billion and 100 million (Ottawa, Hamilton, London, and Windsor); those considered middle (4th) order centres had values between 100 and 20 million dollars. Into the latter category fall twenty-four cities of southern Ontario, ranking from Owen Sound to St. Catharines. Of these cities fourteen were assumed to qualify as centres of development regions of middle order while such cities as Woodstock, Brampton, Oakville, Wel-land and Guelph were omitted from consideration because they were thought to be too closely located to more suitable centres for development regions.

¹ARDA, Canada Land Inventory, *Soil Capability for Agriculture*, sheets Lake Simcoe 31D and Kingston 31C.

(continued page 22)



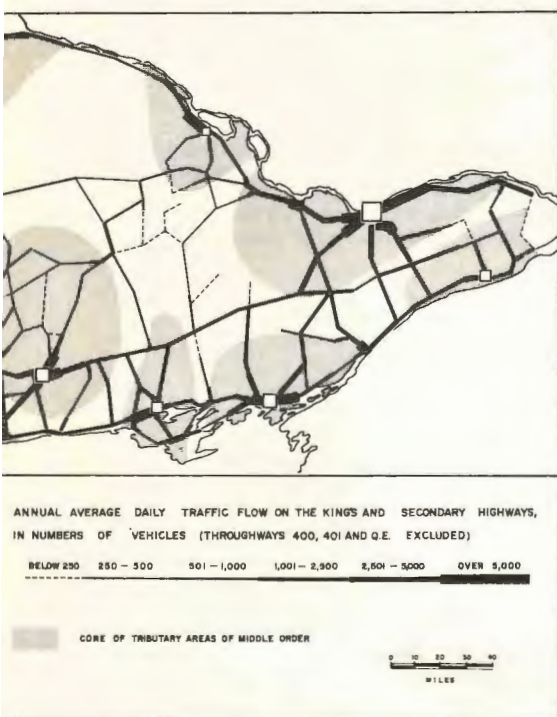


FIGURE 2



FIGURE 3

Concepts for Regional Development

At this juncture it would seem pertinent to re-state my basic argument and draw out some of its further implications, as follows:

1. Regional delineation is inextricably bound up with the formulation of concepts of regional development.
2. Such concepts must be conceived on a scale which is in tune with the emerging high-speed forms of intra-regional transportation.
3. There is an opportunity to purposefully shape the structure of our regions by the planning of a few strategic regional elements, such as the transportation system in relation to employment areas and sub-regional centres.
4. Seizing this opportunity is of particular importance in this part of the world because of the high rate of urbanization and the demonstrable loss of environmental potentials through uncoordinated regional growth.

This particular line of attack probably raises more questions than it answers. For one thing, the size of the region is implied by the maximum speed of the transportation system. Let us assume, for example, that the "GO" service³ were extended from Hamilton to Oshawa and that commuter rail speeds could be increased to 100 m.p.h. Allowing for suitable acceleration and deceleration of trains and for station stops, Hamilton would be 45 minutes from Toronto's Union Station and Oshawa 35 minutes. By present standards this would be close enough for many people to regard the distances involved as within daily commuting range to work. The two terminal cities, while existing in their own right, would tend to become part of a system of cities, related to Toronto. This eventuality, which is not a very radical one, would seem to have relevance for the delineation of a development planning region in that area. It is, however, an eventuality which is excluded by Carol's central-place regional concept. Toronto, in its role as a middle order region, is shown to halt at the boundary of Burlington on the west and Ontario County on the east.

In stressing the importance of building the region on the technological potentials of transportation, the spectre of a continuously shifting scene is raised, in which the attempt at delineating a system of regions might appear to be futile. This, however, is not an inevitable result. My own philosophy is that in the planning process we interpose other regional goals that may have a pervasive effect on the development concept. For example, the regional city may be seen, through its many specialized and highly developed activities, as a means of fulfilling the work and leisure-time drives of its residents. In the past we have seen the metropolitan area as "primarily a labour market: it extends only as far people can commute daily to and from work". If we are, as the sociologists tell us, becoming a leisure-oriented society, then we will have to regard the metropolitan area as a leisure market. It will extend only as far as people are willing to travel within a single day in pursuit of recreation during their

³The daily commuter rail service running between Hamilton, Toronto and Oshawa.

(continued page 25)

Quel habitat souhaite exactement le locataire d'un logement social?

Comment entend-il utiliser cet appartement à long terme?

Dans quel sens devons-nous faire évoluer toutes les contraintes qui régissent actuellement la réalisation de l'habitat social collectif?

Autant de questions qui préoccupent tous ceux dont la fonction ou la vocation est de réaliser aujourd'hui des investissements immobiliers qui existeront encore dans plusieurs dizaines d'années.

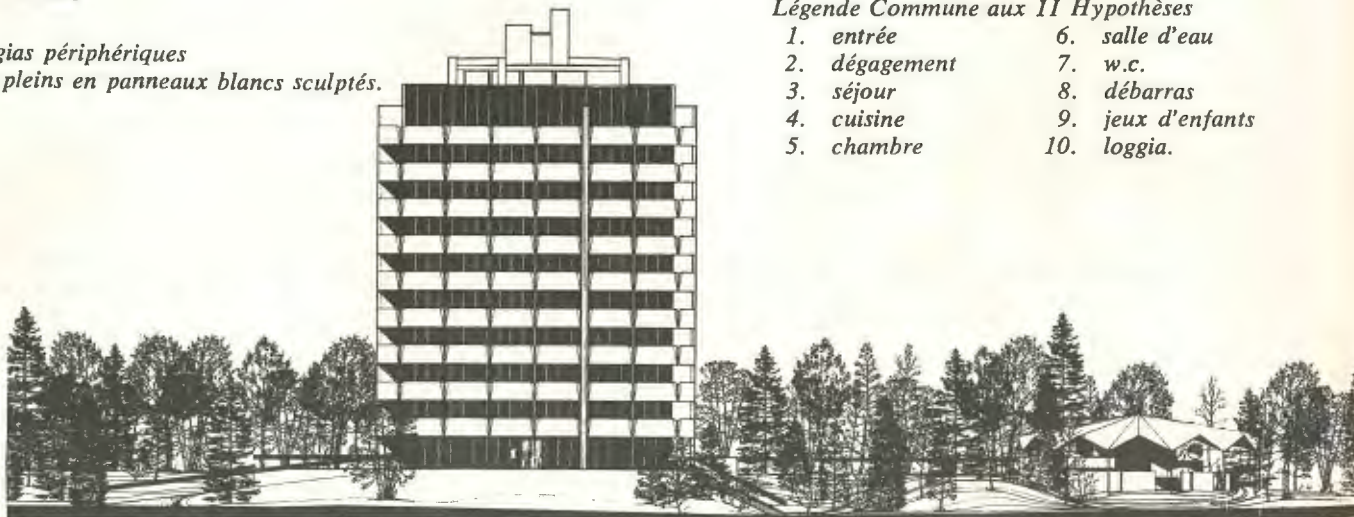
Une expérience est lancée, modeste mais tangible, réelle et non théorique ou utopique, grâce à la compréhension et à l'aide des pouvoirs publics; un petit immeuble expérimental va être réalisé dans une zone à urbaniser par priorité à Montereau: trente-sept logements qui, nous l'espérons, aideront à trouver une réponse à ces questions fondamentales.

Dans une société où les agressions que subit l'individu sont de plus en plus nombreuses et violentes, celui-ci a besoin de se retrouver, seul et en famille, dans un cadre où il se sente protégé. Ouvert sur l'extérieur quand il le souhaite, mais, s'il le désire, bien à lui.

Toutes les merveilles d'équipements techniques qui sont offertes au locataire d'Habitations à Loyer modéré,

Façade de l'Immeuble

- 9 étages
- grandes loggias périphériques
- garde-corps pleins en panneaux blancs sculptés.



LOGEMENT PUBLIC HABITAT SOCIAL

Comme contribution à la recherche de nouvelles formes de logement social qui reçoit en ce moment l'appui du ministre fédéral responsable du logement et de la S.C.H.L., nous reproduisons deux articles décrivant des projets de logement avec plans adaptables, parus récemment dans la revue anglaise Architects' Journal et la revue belge Habiter, au sujet d'un projet à Camden et d'une réalisation à Montereau en France.

merveilles que les grands bourgeois d'il y a cinquante ans ne connaissaient pas (le chauffage central collectif, l'électricité, le gaz, le vide-ordures, les ascenseurs, l'eau chaude collective), ne suffisent pas à satisfaire pleinement l'homme de 1970.

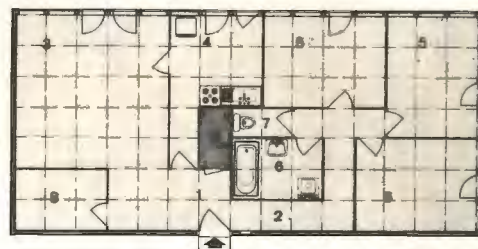
Dans l'état actuel du marché de l'habitat, le rêve des résidents se cristallise sur la maison individuelle, parce que seule cette dernière peut leur offrir ce qu'ils souhaitent: un cadre fait à la demande, du «sur mesure».

L'appartement moyen, figé, rigide, adapté au locataire moyen disposant d'un budget moyen, est l'expression d'un besoin collectif qui enserme son locataire dans le carcan de la collectivité là où il a le plus besoin de s'en protéger: chez lui.

Faute de trouver un cadre qui lui convienne, qui corresponde à son caractère propre, la famille oscille entre deux positions extrêmes, aussi imparfaites l'une que l'autre:

(suite page 16)

B. SCHOELLER ARCHITECTE



Hypothèse No. 1

- séjour moyen
- 3 chambres groupées
- cuisine indépendante

Légende Commune aux II Hypothèses

- | | |
|---------------|-------------------|
| 1. entrée | 6. salle d'eau |
| 2. dégagement | 7. w.c. |
| 3. séjour | 8. débarras |
| 4. cuisine | 9. jeux d'enfants |
| 5. chambre | 10. loggia. |

PUBLIC HOUSING PRIVATE LIVING

As a contribution to the search for new and better forms of public housing presently being encouraged by the Minister responsible for Housing and C.M.H.C., we reprint two recent articles, one from the Architects' Journal on a housing project in Camden for adaptable plans, and the second from Habiter, a Belgian publication, concerning a public housing adaptable plan unit built in Montereau, France.

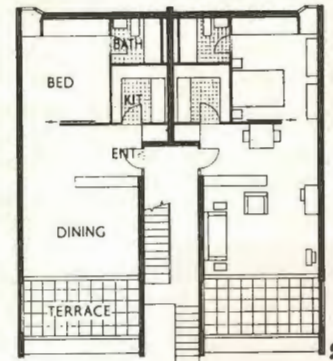
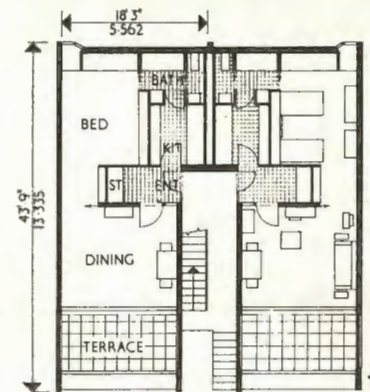
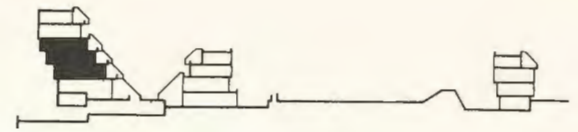
Cost yardstick and ministry willing, phase 1 of this Camden redevelopment project will be a test bed for many ideas.

The proposals give high priority both to improving the balance of local amenities and, at a more detailed level, to allowing the individual family to express its own way of life. A sizable open space, community centre, shopping and pub will redress an imbalance in this predominantly residential district, and a junior training school and special care unit, for ninety-four and thirty children respectively, will meet a pressing borough requirement.

The flexible plans should silence most Parker Morris critics. Sliding doors allow separation of most living-rooms from dining-rooms, subdivision of double bedrooms and, in some plans, integration of bed- and living-rooms.

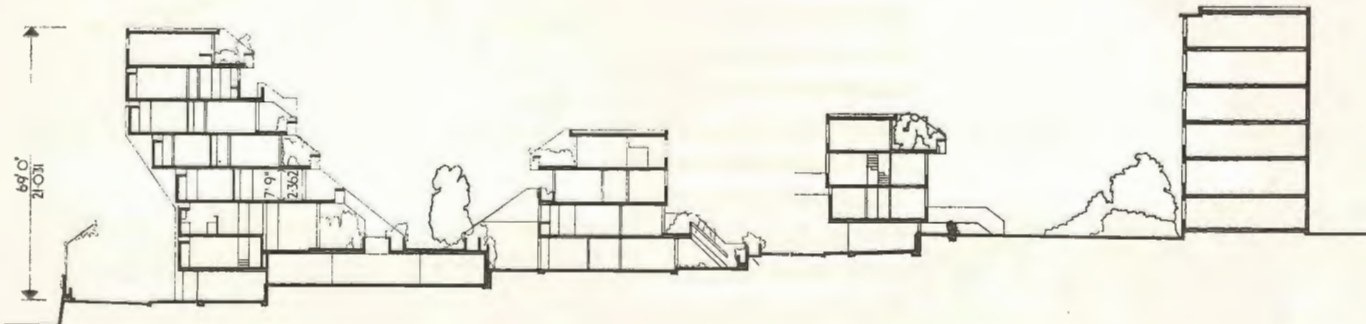
(continued page 17)

Camden Council's Alexandra Road housing project at West Hampstead (Borough architect S. A. G. Cook, job architect Neave Brown) has continuous double-block terrace housing fronting pedestrian streets. The planning of individual dwellings is flexible, and the scheme is a promising example of high-density urban redevelopment



Block A 2p

1 offers amenity value, 2 spaces. In both plans the living and sleeping areas can be combined. In 1 a separate entry lobby is provided whereas in 2 entry is direct into the dining area. Dual entry is possible into the compartmented bathroom of 1. Bathroom entry in 2 is only from the bedroom. Arrangement of bathroom 1 ingeniously overcomes need for a ventilated lobby between kitchen and w. c.



Cross section through Block A and B

Cross section through Block C and existing block of flats.

CPAC

LO



MAN
KNOWLEDGE
EDUCATION
PARTICIPATION



COMMUNITY
REGION
ENVIRONMENT
CONTAINMENT



PLAN
OBJECTIVE
PURPOSE
DIRECTION



L'Association présente dans ce numéro de sa Revue son nouveau Logo. On se souviendra qu'une consultation fut menée auprès des membres l'année dernière pour recueillir des suggestions de modèles pour un nouveau logo. Le Conseil National de l'Association après avoir étudié les propositions recueillies choisit les éléments constitutifs et un modèle lors de sa réunion de novembre 1969. Depuis lors un devis précis fut élaboré et approuvé.

Le nouveau logo réunit symboliquement tous les éléments contenus dans les objectifs de l'Association. Dans sa version officielle, le logo se présente en blanc et noir tel que reproduit sur la page couverture. Il peut cependant être illustré en couleur au choix de l'utilisateur. Les couleurs utilisées devraient être choisies pour leur attrait décoratif plutôt que pour leur signification symbolique au niveau provincial. La combinaison rouge-violet a cependant été réservée à l'usage exclusif du bureau national pour la reproduction du logo, ou le lettrage qui l'accompagne sur papier à lettre, brochures, etc.

Les bureaux divisionnaires peuvent à leur discrétion adopter un choix de couleurs lorsqu'ils utilisent le logo aux fins d'identifier leurs activités et programmes. Pour les mêmes fins le nom de la Province peut être ajouté au logo tel qu'indiqué plus haut en se servant de la typographie Helvetica, lettres minuscules, de façon à couvrir toute la largeur de sa base selon l'une ou l'autre des méthodes illustrées.

Le nouveau logo de l'Association devra toujours être reproduit en tenant compte des proportions indiquées au diagramme illustré sur cette page. Ces proportions doivent être respectées pour permettre que l'usage répété du logo dans des proportions uniformes et constantes en vienne à suggérer automatiquement l'identité et les buts de l'Association.

ACU

GO



Newfoundland

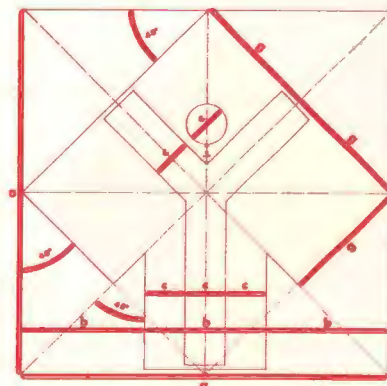
Ontario

This issue of the Review introduces the Association's new Logo. As it will be recalled, a general survey and consultation process was carried out within the membership of CPAC last year as a result of which suggestions for a logo design were received from members. These suggestions were reviewed and National Council reached a decision in November 1969 on the elements and outline of the new logo. Since then a precise design and set of specifications were evolved and approved.

The new logo of the Association brings together in a symbolic manner all the major elements which are found in the Association's statement of objectives. In its official form, the logo is presented in black and white as on the cover of the Review. It can however be reproduced in any colour scheme at the discretion of members, groups, branches and Divisions of the Association. The colours used should be chosen for their visual presentation value rather than for their possible symbolic meaning. The red and purple colour combination however is reserved for the official use of the Association's National Office, either for the logo or accompanying type face, as well as National Office letterhead, calling cards, and publications.

Provincial Divisions of CPAC may, at their discretion, adopt a specific colour combination scheme when reproducing the logo to identify their Divisional activities and programs. For the same purpose, Provincial Divisions may use the names of their respective provinces in conjunction with the logo. This should be done as indicated on the following page. Helvetica lower case type face should be used in such a manner as to cover the full width of the base of the logo along a line detached from the logo itself. Alternatively, when the name of the Division's Province in the script just referred to cannot be appropriately used to cover the full width of the base of the logo, it could then be centered within a frame as shown.

The logo should always be reproduced in accordance with the standard proportions and measurement specifications illustrated on the next page. These specifications must be adhered to in order to ensure that through its constant use in a standard form the logo will automatically convey the image, identity and goals of the Association.



MONTEREAU

- Soit être rivée à sa maison ou son appartement, dont elle est propriétaire et qui lui est bien adapté. Mais les sacrifices consentis sont tellement lourds que la famille perd toute mobilité et que le chef de famille ne se sent plus libre de trouver l'emploi qui lui convienne.
- Soit, nomade permanent à la recherche du meilleur emploi dans la société, il impose à sa famille les désagréments de l'adaptation perpétuelle à un nouvel habitat qui, à chaque nouveau déménagement, n'est qu'une approximation de ce qui lui convient.

Enfin, la famille évolue dans le temps. Les enfants apparaissent, grandissent et se détachent. Le mode de vie matériel change. La conjoncture générale ou particulière est mouvante et il serait normal que le cadre de vie de la cellule familiale puisse s'adapter à cette évolution. Actuellement, seul un déménagement peut répondre à cette mobilité.

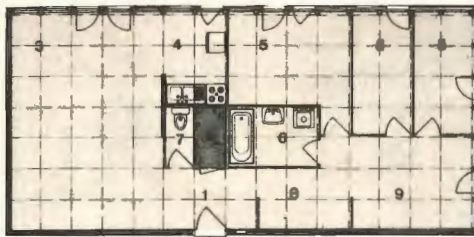
Tout montre que l'habitat, bien d'investissement à long terme, donc lourd, figé et inamovible, ne répond que très approximativement aux besoins profonds de la famille dans notre mode de vie actuel.

Au cours de plus de dix années, nous avons eu la chance de pouvoir concevoir et réaliser plusieurs milliers de logements sociaux.

Tous les types de bâtiments possibles ont été exploités: tours, bandes, cubes, collectifs, individuels, isolés, groupés en bandes.

Malgré l'évolution des réglementations, malgré une volonté de recherche qui nous pousse à toujours tout remettre en cause, à chaque nouveau programme nous aboutissons à des appartements presque identiques.

Et pourtant, malgré cet air de famille, les professionnels les plus avertis déplorent le nombre important de types d'appartements actuellement construits qui, à cause de tel ou tel détail, empêche la production en



Hypothèse No. 2

- très grand séjour
- salle de jeux d'enfants
- 3 chambres groupées
- cuisine incorporée



Hypothèse No. 3

- double séjour, en façade et angle
- 3 chambres séparées
- enfants et parents indépendants
- cuisine incorporée.



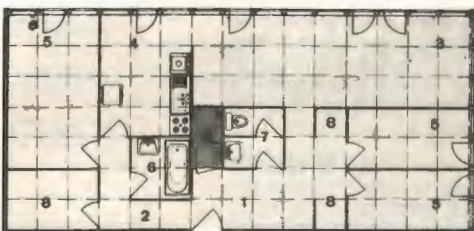
Hypothèse No. 4

- grand séjour
- 3 chambres séparées
- enfant et parents indépendants
- cuisine semi incorporée.



Hypothèse No. 5

- très grand séjour d'angle
- 3 chambres groupées
- cuisine incorporée
- salle d'eau en façade.



Hypothèse No. 6

- séjour d'angle très développé en façade
- 3 chambres séparées
- enfants et parents indépendants
- 2 salles d'eau.

grande série, la rationalisation des équipements de chantier, la production industrielle.

Comment peut-on arriver à simplifier et unifier certaines parties fondamentales des appartements tout en diversifiant au maximum, jusqu'à l'unité même, le service final rendu au locataire: son cadre de vie?

Nous pensons que notre mission d'architecte devrait se décomposer en deux phases bien distinctes: la première, au service du promoteur public ou privé, pour étudier et réaliser l'enveloppe générale, la deuxième, au service de l'habitant, pour étudier et réaliser son appartement. Ceci suppose un profond changement dans les rapports actuels entre les trois interlocuteurs: l'habitant ne se verra pas attribuer d'office un appartement terminé, mais pourra participer, dans un cadre prédéfini, à la réalisation de «son» cadre de vie.

Le Promoteur, actuellement, fait réaliser un bien d'investissement, avec des buts spéculatifs ou désintéressés, mais toujours selon le même processus.

Il est soumis à des servitudes administratives et financières qui lui imposent, sur la base d'enquêtes de marché ou de normes d'équipement minimum imposé de fabriquer des appartements puis de les attribuer.

On construit puis on cherche le client, ou l'on attribue un objet terminé. Le copropriétaire, dans le cas de promotion privée, ou le locataire, dans le cas de logement social, est considéré comme la personne à éviter car ses démarches particulières gênent le déroulement d'une mécanique difficilement matée. . . Toute demande de modifications se traduit, dans le meilleur des cas, par des plus-values inconsiderées, quand elles ne sont pas inconcevables, comme c'est le cas dans les opérations Habitations à Loyer modique.

Tout ceci provoque chez l'habitant un sentiment de contrainte, d'écrasement qui explique partiellement l'insatisfaction actuelle.

Dans un but louable, des textes, lois, décrets, arrêtés, circulaires, normes, définissent par le menu l'habitat.

Il est normal que les pouvoirs publics ne laissent pas se construire n'importe quoi.

Il est normal que les pouvoirs publics soumettent à leur contrôle la réalisation d'un bien onéreux qu'ils aident financièrement.

Mais ces contrôles, s'ajoutant les uns aux autres au long des années, définissent tellement l'objet fini que celui-ci devient monotype.

Cette monotypie, déjà dangereuse actuellement pour des raisons psychologiques que nous avons évoquées, s'accompagne d'une rigidité qui rend impossible une adaptation des logements à l'évolution de plus en plus rapide des besoins.

Volontairement, nous nous sommes imposé de ne pas faire d'expérience technique: nous voulons prouver qu'en l'état actuel des techniques agréées, il est possible de modifier la conception fondamentale des conditions d'habitat. Il n'est pas besoin d'inventer des procédés nouveaux, de faire des prouesses techniques.

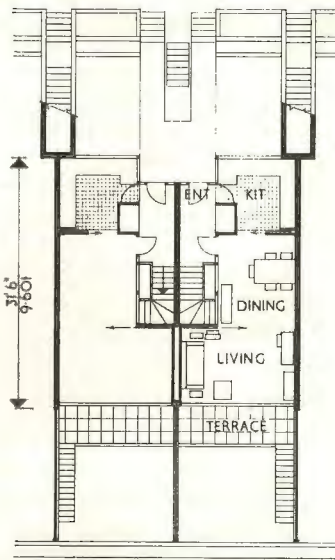
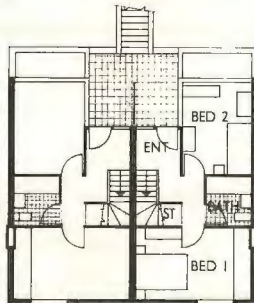
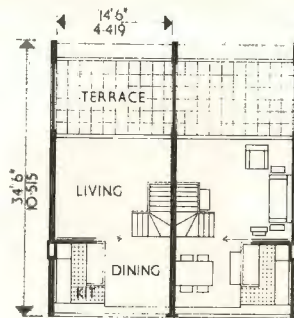
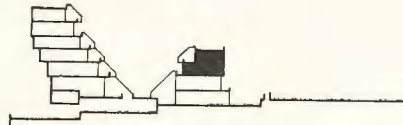
Dans le cadre actuel de la législation, nous voulons prouver qu'un volume prédéfini, capable de recevoir une distribution intérieure qui en fasse un appartement réglementaire, peut également, et à peu de frais, offrir à son occupant tout un éventail de possibilités différentes: le locataire pourra, par le choix de la distribution des cloisons et des façades, adapter parfaitement son appartement à ses besoins.

Quantitativement, pour bien maîtriser l'expérience, nous l'avons limitée à un petit nombre d'appartements: trente-sept. Les rapports entre maître d'ouvrage, maître d'oeuvre et locataires doivent pouvoir rester directs et étroits.

Qualitativement, nous avons tenu à rester dans les limites financières supérieures des logements sociaux Immeubles à Loyers moyens.

Nous espérons, ultérieurement, par une extension de ce type d'expérience, pouvoir descendre dans l'échelle des prix et atteindre les catégories inférieures.

D'autre part, nous avons pensé qu'une première expérience serait plus facile avec des locataires d'un niveau social plus élevé: dans l'ignorance des réactions des locataires, il nous a semblé que les contacts seraient plus fructueux avec des cadres moyens dont l'esprit d'initiative, la personnalité plus marquée permettrait d'exploiter au maximum la souplesse qui leur est offerte.



Block B 3p

Separable living and dining areas form adaptable space. Private terrace faces north over pedestrian route.

Block B 4p

Deletion of external stairs could eliminate duplicated entry lobbies and would give a larger double-bedroom, or space for a utility-store. Passage through the separable dining area is necessary to reach the outer living area.

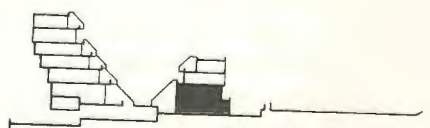
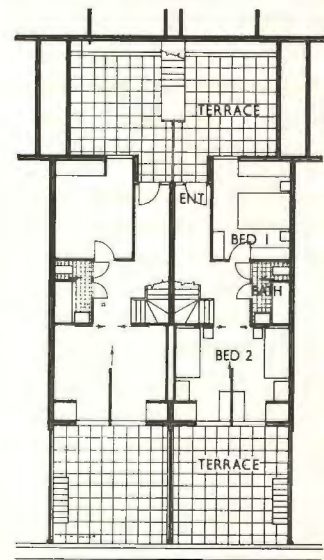
CAMDEN

Utility rooms could be used to remove laundering activities from the kitchen. In some cases bathrooms have been compartmented so that wcs and washing facilities can be used separately. The 110 sq ft (5.8 m²) minimum terraces open from living-rooms. In all maisonnettes living floors have been placed at upper levels to give these terraces greater privacy.

The site of 12 acres (4.8 hectares) will provide 518 homes for 1664 people. For cost yardstick purposes the density is 210 persons per acre (525 persons per hectare). The main Euston railway forms the northern boundary, two busy roads form the east and west ends and a dreary immediate post-war estate abuts the south boundary.

The housing is disposed in three east-west terraces. The tallest of six storeys (block A) rakes back towards the railway, forming a sound barrier to the site. Dwelling entrances and private terraces face south over the

(continued page 27)



The two single bedrooms can be partially combined but neither room could take two beds so as to free the other.

MONTREAU

Une expérience de ce type n'est réalisable qu'avec la compréhension et l'aide du maître d'ouvrage.

Nous avons trouvé auprès de l'Office d'H.L.M. de Montereau, avec qui nous travaillons depuis dix ans, une aide précieuse, enthousiaste.

L'administration a saisi également l'intérêt d'une telle expérience et nous a aidés à résoudre un certain nombre de difficultés apparemment insurmontables:

- Comment délivrer un permis de construire sur des logements non définis?
- Comment attribuer l'allocation logement à des appartements non réglementaires?
- Comment accorder le certificat de conformité à des appartements qui peuvent changer dans l'avenir?

Le ministère de l'Équipement et du Logement, le Centre scientifique et technique du bâtiment, la Caisse d'allocations familiales, ont accepté les dérogations nécessaires, ou aidé à trouver des solutions.

Trente-sept appartements, dans un petit bâtiment de dix niveaux, à quatre appartements par étage.

Ce type de groupement est, à notre avis, le plus agréable et le plus rentable: un seul escalier, un seul ascenseur, quatre appartements d'angle disposant sur toute leur façade d'une loggia continue de 1,50 m de profondeur.

Au rez-de-chaussée: un concierge, un hall et 37 caves.

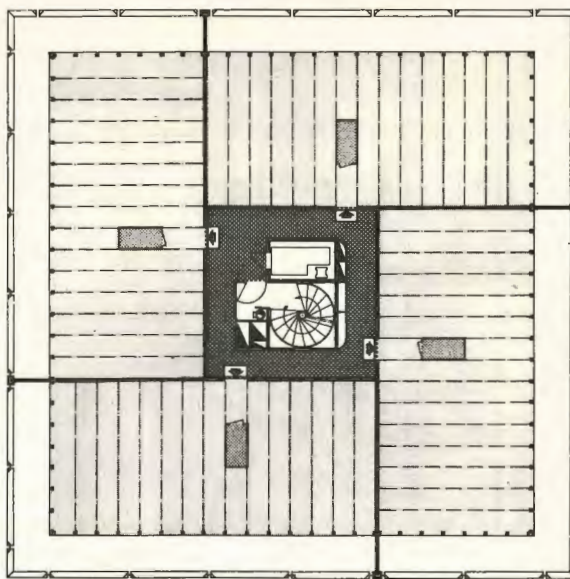
Au sous-sol: 37 boxes de garages.

Au dixième étage, sur la terrasse accessible, des locaux résidentiels et collectifs servant de salles de jeux ou de réunions.

Tous les niveaux desservis par l'ascenseur.

Implanté à Montereau, dans un bosquet boisé, près de l'entrée du lycée, ce bâtiment sera accompagné, à son pied, par une petite unité commerciale: disques, livres, papeterie, bibelots, gadgets pour les jeunes.

Autour d'un noyau vertical en béton armé, équipé de l'escalier antifu-



LA STRUCTURE DE BASE

L'Étage

- 4 appartements
- 1 noyau central équipé
- ascenseur 7 personnes
- escalier anti-fumées
- vide ordures
- gaines e.d.f., p. et t., tv, mf.

L'Appartement

- 82 M² libres à distribuer
- une loggia continue de 1,500 m de large
- 22 trames de potelets de façade à habiller
- une gaine technique
- une armoire sèche linge
- un chauffage par convecteurs
- un équipement électrique de 12 kW
- une protection solaire par volets coulissants

mées, de l'ascenseur, du vide-ordures, des colonnes montantes de fluides électriques, se répartissent les appartements. Ceux-ci, délimités par des murs mitoyens en béton armé sur deux côtés, sont ouverts en équerre sur la loggia par une façade qui peut être composée par le locataire. Leur surface est de 82 m².

L'équipement fixe, rigide, délimite donc une surface dont les proportions ont fait l'objet de longues études; la proportion retenue a été de 6,30 m sur 13,50 m, en fonction des critères qui conditionnent le nombre de pièces réalisables: profondeur éclairable et linéaire de façade.

Tous les équipements et distributions intérieurs de l'appartement peuvent être librement implantés.

Les seules contraintes sont: pour les cloisons, la trame de 0,90 m; pour les équipements sanitaires, de jouxter la gaine technique sur une de ses faces.

Le locataire a le choix entre cinq types de panneaux de façade: fixe plein, vitré de toute hauteur (fixe ou ouvrant), vitré avec allège (fixe ou ouvrant). Au gré de sa distribution, il peut ainsi composer sa façade en fond de loggia.

Les marchés sont actuellement traités dans l'ensemble d'un programme H.L.M. triennal de 1 052 logements.

Le prix de revient de l'ensemble, y compris les annexes (caves, garages, locaux résidentiels et collectifs), revient à 652 F le mètre carré habitable, construction seule, valeur octobre 1967.

Ainsi, pour 15% de plus que le prix plafond H.L.M., le locataire pourra avoir l'appartement de son choix.

Les études, menées par le bureau d'études Simecsol, n'ont révélé aucune impossibilité technique.

Les entreprises n'ont formulé aucune objection aux solutions retenues. Elles sont toutes particulièrement intéressées par l'expérience et regrettent même que nous soyons restés aussi sages.

Tout laisse donc augurer une mise au point d'exécution parfaitement normale et un chantier sans problème particulier.

Devant le nombre infini des solutions de distribution réalisables, nous avons décidé, en accord avec le maître de l'ouvrage, de guider le choix des futurs locataires en leur proposant au départ huit solutions types.

Par des rapports directs avec le locataire, les architectes l'aideront, dès sa désignation, à choisir la distribution type qui correspond le mieux à ses besoins. Puis, ils étudieront ensemble les adaptations que cette solution type peut subir pour répondre à chaque cas particulier.

Au cours de la vie de la famille, le locataire pourra obtenir toute modification de distribution qu'il souhaite, bien sûr en accord avec le propriétaire.

En cas de changement de locataire, l'appartement pourra être vidé entièrement de son mobilier (cloisons et équipement sanitaire) et être redistribué.

ACTION SANDY HILL

J. R. LÉVESQUE, M.A., M.P.A.

MUCH LIP SERVICE has been paid in the past few years to citizen participation in community planning and decision-making. Quite often participation is only illusory and ephemeral to say the least with citizens' groups being formed on an ad hoc basis to cope with an issue and gradually sinking back into oblivion once that issue has been resolved or shelved.

Action in Sandy Hill was established by a group of concerned citizens residing in the Sandy Hill section of Ottawa, an old, established, ornate and historical area of the Capital. Disturbed by the deterioration that had occurred in the neighbourhood over the last few years as well as by the encroachment of high-rise dwellings and a proposed expressway that threatened the very fabric of the community's existence, the citizens attempted to fight back through an organized group. Action in Sandy Hill is probably unique among citizens' groups in that it was officially incorporated as a non-profit organization under the laws of the Province of Ontario on March 5, 1969. The corporation consists of a 20 member board of directors as well as an executive comprising a president, secretary-treasurer and four vice-presidents each responsible for a functional area (administration, operations, planning and development, public relations and information). The official aims and purpose of the organization are as follows:

1. To preserve and enhance the characteristics of community in the residential area of Sandy Hill.
2. To conserve the elements of historic and architectural merit in buildings and properties.
3. To advance the amenity and social values of the area.
4. To encourage the beautification of Sandy Hill.
5. To arrest or forestall deterioration, pollution or decline in appearance of buildings, land, air and streets.
6. To foresee and define the forces of change in Sandy Hill and the City as a whole and to shape their effects on the area in accordance with the aims of "Action".
7. To co-operate with civic authorities in civic planning and improvement programs.
8. To provide an organization designed to secure the aims of "Action".

Four briefs have been presented since May, 1968. Two briefs presented in May and June, 1968 are in opposing to spot rezoning applications made by developers who wanted to build structures in Sandy Hill not permitted by the city's comprehensive zoning by-law AZ-64. As a result of Action's briefs as well as other presentations made by the various groups in the city, the validity of AZ-64 is now being reviewed and a more rational approach to zoning being worked out.

Action Sandy Hill also presented a brief in December, 1968 to a group of consultants hired by the City of Ottawa to review zoning, planning and development in the central area of the city in which it presented its basic objections to any plans that would destroy the residential nature of the neighbourhood. The organization's most notable achievement, in my estimation, was a presentation of a brief to the Mayor of Ottawa in October 1968 outlining the need and urgency of a neighbourhood plan for Sandy Hill. The brief, a very thorough and well-prepared document, outlines four major sources of pressure that could seriously change the character of the neighbourhood:

- (a) Anticipated growth of the University of Ottawa which has already laid out plans to expropriate a substantial number of properties in Sandy Hill; it is anticipated that the University's growth will displace approximately 5,000 people.
- (b) Traffic routing: city traffic authorities have proposed to make King Edward Avenue, already a major thoroughfare in Sandy Hill, into a freeway, thus effectively bisecting the neighbourhood.
- (c) Pressures for higher density of accommodation: as already noted, the trend towards high rise dwellings in the area has already been established.
- (d) Commercial development of Rideau Street: the major concern here is that this commercial development along Rideau Street, which is one of Ottawa's major commercial thoroughfares, will spread into other parts of Sandy Hill; this has already started on Laurier Avenue, a beautiful treed boulevard running along the whole of the Sandy Hill area.

The brief goes on to comment on the various merits and disadvantages of the above points; the important thing to bring out is that the brief *has* had some impact. Board of Control has agreed with a recommendation of the Ottawa Planning Board that consultants be employed to prepare a neighbourhood Plan for Sandy Hill which plan would, if accepted, become part of the official plan of the City of Ottawa.

Action Sandy Hill should serve as an example for other citizens' groups who want to accomplish things and bring about change in their own milieu.

ENVIRONMENTAL COUNCIL, N.S.

A. D. GRAYSTON

Executive Director, Nova Scotia Division

A major break-through in the interests of Environmental Community Planning was achieved by the Nova Scotia Division on Tuesday, November 18, 1969, at the founding meeting in what is now known as the Environmental Council of Nova Scotia.

Conceived some four years ago by the Division, the Council will consist of all organizations in Nova Scotia which are interested in being kept aware of, co-operating in, taking action on and where desirable, taking a public position on aspects of community environment. Each member group has two representatives on the Council in the form of its chief officer and one other. In the functions of the council, all member organizations will be kept aware of the programs and activities of all member groups.

The idea was born of the fact that in most communities there are many private citizen groups engaged in varying forms of community oriented projects, but that there was little or no liaison between such groups. In essence, the Environmental Council will become a clearing house and a co-ordinating influence for future programs and aims of the representative groups and others likely to join later. The council will overcome unnecessary duplication of action in any given field of social and community improvement.

At the founding meeting, several organizations joined the council, with CPAC acting as the co-ordinating body, viz: Engineering Institute of Canada, Association of Professional Engineers of N.S., Nova Scotia Association of Architects, Heritage Trust of Nova Scotia, Halifax Branch Community Planning Association, Junior League of Halifax, Halifax Citizens Action Committee and the Atlantic Planners Institute.

Spark plugs in the formation of the Council are Gilbert J. Hutton, second Vice-Chairman of the Nova Scotia Division of the Community Planning Association who, fittingly enough, was elected its first Chairman, and Hans Foerstel, Chairman of the Nova Scotia Division, who was elected as the Council Vice-Chairman. Both of these men have contributed much time and energy in its creation and are deserving of considerable credit. The Secretary is John Dick, P.Eng.

L. G. SNEATH

DAUPHIN
MANITOBA

As each month goes by in an era of rapid change, town council, school boards and governments, at all levels must join together in the systematic development of our communities. We as citizens must learn the fine art of working together in the ever more demanding urban fabric of interdependence and realize the urgency for community planning, not next month or next year, but now. One of the greatest difficulties that faces urban development and urban redevelopment plans today is the lack of knowledge and understanding by the man on the street, the members of councils, the school boards, the members of the advisory planning commission and the other community organizations.

Involved in the process of urban renewal and development are five principal agencies: the public at large; the planning commission; the elected council; the provincial governmental departments; and the federal authorities. There is a great deal of confusion about the status, the role, and the inter-relationships of these five elements.

Part of the reason for this confusion may be the currently prevalent system of planning by appointed planning commissions. Councils are removed from the actual planning process except insofar as it gives final approval to the recommendations that have been proposed by the commission. These recommendations have probably been worked out with the assistance of a provincial planner. The planning commission cannot advocate planning measures or ideas which will not be subscribed to by the public and to protect the public there is the Manitoba Planning Act. Planning commission members ought not to base their technical recommendations on their own private scheme of values.

READERS' VIEWS

E. W. BAKER
TORONTO
ONTARIO

They are often forced into the role of social critic and advocate of their own views, because the community has no clear views of its own; about its physical and social environment.

In Manitoba the key control center could be maintained by the Department of Municipal Affairs as it is today. The province could be divided into regions, each with a control center. The over all provincial pattern could be similar to the Area School districts, Hospital Zones, or possibly it could be matched to Urban and Municipal boundary lines as they may be established by the Manitoba Boundaries Commission. Groups of Urban Centers and Municipalities based on density of population, physical features and social environment could well form an operational region. The provincial government already are using a similar plan in the fields of Agriculture, Welfare and other provincial departments. Each municipality and urban centre or local combination or urban centers and rural municipalities could have a planning commission, with representations on the Regional Planning Commission. The Regional Planning Commission would be represented on a provincial advisory board.

It is important that the general public at large develop an understanding and a knowledge of the physical and social environment involved in town planning. The use of the word environment by planners covers a wide field of meaning. It measures the community as to social standards and cultural development, as to the availability of utilities, educational, recreational, and entertainment facilities.

Proposals for change in municipal and regional government, as reported in the winter issue of *Review*, betray serious misconceptions — such as:

Regional planning is no use without co-terminous regional government.

Transferring management from appointed people to elected people improves administration.

Making municipalities bigger will make them better and reduce taxes.

Such misconceptions have too much circulation because too much has been said by too many well meaning people who have never been in local or regional administration.

As it is beyond the scope of this article to do a full analysis only the more obvious points can be made but it might be useful to disentangle the concepts different people attach to the words used.

For example a "region" can be any area larger than a municipality and smaller than the nation which has one identifying characteristic or unity; and it usually overlaps other "regions".

Many units of both levels of senior government, including C.M.H.C., are now engaged in regional planning on their own and we have benefited from it already. Some now give their branches scope to adjust practices and regulations to the needs of the region. There is even machinery for establishing joint projects.

What is really needed is smoother harmonizing of the development magnets and controls operated by all levels of decision makers including regional industry — which has been given recognition by Ontario's Regional Development Councils.

The size and boundaries of co-ordinating regions are not critical as they should function as a service to existing decision makers. To minimize multiple studies of fringe areas the co-ordinating area should be large enough to include the most important regional unities, such as commuter areas and water management areas.

Over-all economy requires that the entirety of a specific regional unity be served. This establishes different boundaries for different services with some boundaries being indefinite and most being changeable. For example, fire equipment is fitted to availability of hydrants and to maximum building height while police services must cope with maximum temporary population densities, even in a rural setting.

Economy requires standardization. This, of course, requires a compromise between those who want elaborate services and those who want low taxes. Such compromise denies both people and industry access to a milieu of their own choosing. Difficulty in achieving such compromise is warning that no real regional unity exists.

Economy usually requires management by specialists. Regional "government" would seek this through a wide range of staff officers. Present regional services can achieve this through specialization of appointed board members. Probably the present system could be improved if more of the board members were originally selected as specialists.

Regional Government is the concept which introduces costs of scale. Such a new level of government would hamper democracy because of increased election expense, unwieldy decision making councils and increased co-ordination needs, without achieving the integration claimed for it.

(continued page 25)

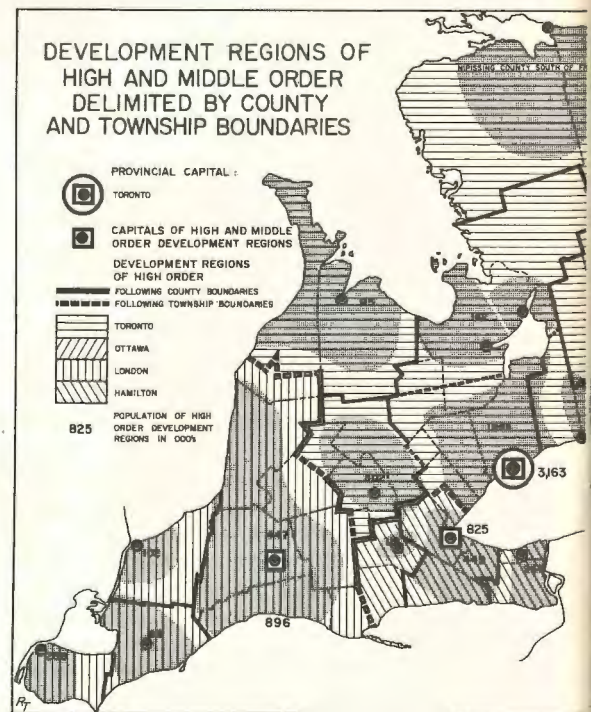
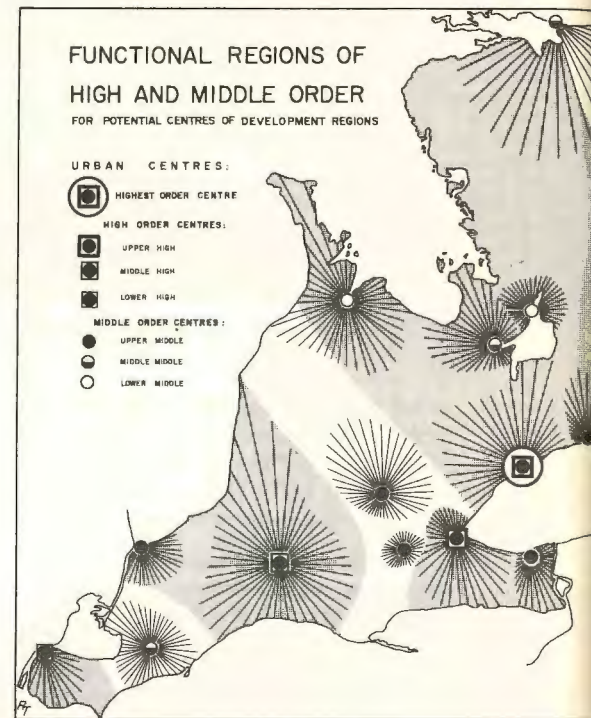
CAROL

The next step of the survey consisted of delimiting the tributary areas of the nineteen qualifying cities and metropolises in southern Ontario. The city and its hinterland is interrelated through a variety of functional activities: (1) the journey to work, (2) mass media, (3) governmental services, and (4) professional and medical services, shopping, and urban recreation. To the last one of these four groups specific attention was directed. In contrast to the impersonal distribution of mass media, shopping and professional services are the kind of central functions which involve personal contacts between the city and its hinterland. In addition they create human contacts, socio-economic ties, and possibly a community of interest. Best results in the identification of city-centred regions might be obtained by using the method of extensive personal interviews enquiring about numbers and purposes of trips as applied in the Oshawa-Kingston case study. The results of the survey are shown in Figures 1 and 2 for the middle order level of all 19 centres and in Figure 3 for the high order level of the five metropolitan centres. Toronto's service area of highest order covers almost all of southern Ontario except in the eastern, western, and southern border areas, where Montreal, Detroit, and Buffalo are competing with Toronto. In its political jurisdiction Toronto's service area is, of course, identical with the whole province of Ontario.

Road traffic flow is another indication of the functional interrelation between the city centre and its hinterland. This variable is shown in Figures 2 and 3 in the form of "Annual Average Daily Traffic" (AADT) recorded for major roads by the Ontario Department of Highways. Figure 3 presents the major traffic flow pattern omitting highways below 1,500 AADT. Figure 2 shows the middle ground traffic, leaving undifferentiated major traffic flow above 5,000 AADT and omitting traffic of superhighways. When interpreting these flow maps it must be borne in mind that the total is composed of such diverse constituents as (1) long distance traffic, (2) tourist traffic, (3) commuter traffic, and (4) central place traffic. (Central place traffic includes personal trips for shopping, professional services, urban recreation, and so on.) Since it is not feasible, although conceptually desirable, to separate the various categories of traffic, one should think in terms of the "regional" component, comprising central place and commuter traffic, rather than long distance and tourist traffic when comparing traffic flow patterns with urban tributary areas.

The maps reveal a striking relationship between two variables arrived at independently: traffic flow and tributary areas of cities. As shown in Figure 2 the number of roads which lead to city centres, as well as the increase in traffic volume, emphasises the essentially nodal character of the selected cities. Only in the case of Guelph was a major traffic node not included in the selected group of middle order centres. Brockville, with its important manufacturing industry, also shows considerable nodality comparable with other centres of middle order.

The shape of urban tributary areas is, in many instances, strikingly supported by the shape of the traffic pattern. The lowest traffic volumes between two cities frequently occur in the transitional zone between two functional core areas. Similar observations can be made from Figure 3 which shows the relationship of traffic patterns to high order centres. Again, a positive



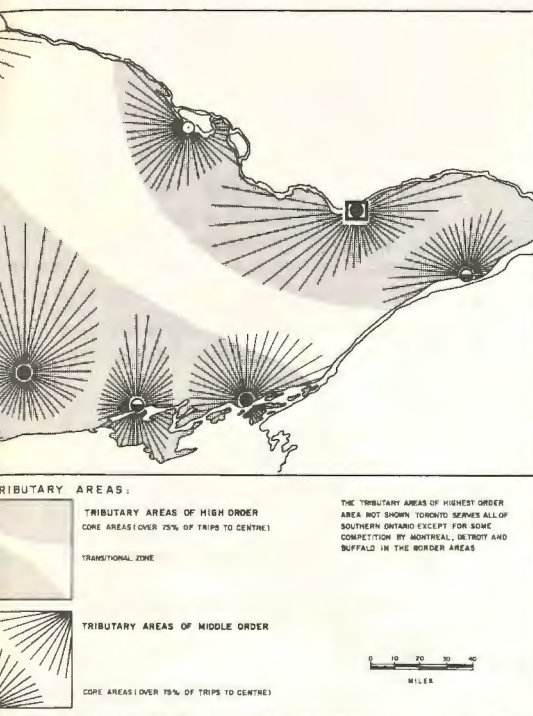


FIGURE 4

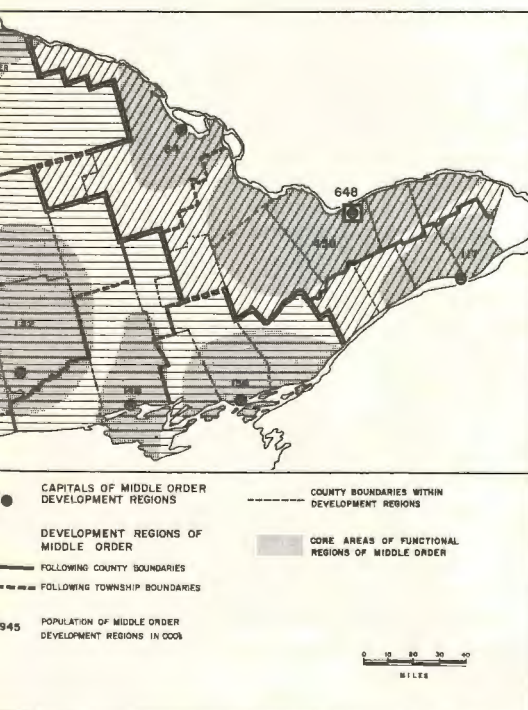


FIGURE 5

leisure time. Thus, we have two contrary forces at work. On the one hand the shrinking of time-distance and the expansion of the integrated area we call a region; and on the other hand the more exacting requirement of transporting people to and from their homes during that more limited part of the day which is devoted to leisure. The travel time tolerances in the evening hours are lower, and hence within the performance standards of any mode of transportation. There is, in the leisure-oriented urban society, a built-in limit to the horizontal spread of the regional city.

The development concept and the limits of the region may also be affected by provincial goals. If a major *raison d'être* of a provincial regional development programme is, as has been suggested on a number of occasions, to achieve a spatially optimal resource allocation on an *inter-regional* basis, then the identification of the economic structural differences in the sub-areas of the province become critical. The problems, potentials, policies, and programmes for Sudbury, Toronto, and eastern Ontario will be distinctive. A comprehensive set of regions will be useful to the degree that it permits these differences to be perceived.

Planning before Regionalization

The injunction to plan before regionalization, implicit in what I have said, is of no small order. I am fortunately or unfortunately in a good position to appreciate this, because I am at present, through the Planning and Resources Institute of the University of Waterloo, directing a study which is focused precisely on the problem of how to prepare a valid regional development plan for an Ontario economic region. This is a methodological study concerned with specifying the research requirements of such a plan. In relation to the over-all strategy of the Regional Development Branch it may be seen as an exercise in evolving a common vocabulary for regional development plans, so that indices of growth and structure, standard of living, and concepts of development are comparable between regions.

While the study is not yet complete, one aspect of planning methodology is already quite clear. Preparing a regional plan is not simply a technical matter, but a process which must be built into the institutional fabric of the region. The process focuses on the formation of alternative developmental strategies, in terms of population, economic development, and the spatial structure of the region. This begins with a clarification of regional issues and goals, and moves towards implementation through the relevant decision-making bodies, both regional and provincial. The study conceives of the regional plan not in terms solely of the production of a document, but as a *process* undertaken in particular circumstances of economic development and community growth, and within a particular framework of government.

One other aspect of the study has a bearing on the issue under discussion: the scope of the regional development plan. In line with the provincial policy statement in *Design for Development*, we operate on the assumption that the plan will encompass the use of natural resources, economic and social development, regional services, and the physical environment, including land use and the pattern of communities. In other words we are enjoined to evolve a plan-concept for an urban-centred region which includes the entire interacting urban-rural area: the cities and

CAROL

CPAC '70

new executives

André Lapointe (à gauche), le nouveau directeur national de l'Association Canadienne d'Urbanisme et Guy Spencer, le nouveau directeur exécutif de la Division de la Colombie Britannique, lors de la réunion des cadres de l'Association qui précédait les 9, 10 et 11 mars dernier la dernière réunion du Conseil National qui eut lieu à Ottawa les 13 et 14 mars 1970.

CPAC'S new National Director, André Lapointe (left) and Guy Spencer, the new executive director of the B. C. Division, met at the meeting of National and Divisional executive officers on March 9, 10 and 11 in Ottawa, preceding the meeting of the Association's National Council on March 13 and 14.



correlation exists between these metropolitan centres and the traffic nodes. The metropolitan centres appear as the hub of radiating spokes and no major traffic node occurs that does not have a high order centre as its core. Kitchener is the only exception though it appears with a lesser traffic pull than London. Toronto's unique position as Ontario's highest order centre comes clearly to light as the hub of all major roads in southern Ontario. The close relationship between the cities and their service areas, as indicated by the traffic patterns, corroborates the reality of the delimited tributary areas and reveals the cities and tributary areas to be interlocking, truly functional regions.

Figure 4 shows the functional pattern of high and middle order combined. The Toronto metropolitan system with a total population of 3.06 million (1961 census figures) is composed of nine middle order functional units: Toronto, Oshawa, Peterborough, Belleville, Kingston, Kitchener, Owen Sound, Barrie-Orillia, and North Bay. Hamilton's high order region of 793,000 people is composed of three middle order functional units: Hamilton, Brantford, and St. Catharines. Ottawa's high order region of 634,000 people is composed of three middle order functional units: Ottawa, Cornwall, and Pembroke. London's high order functional region of 581,000 people is composed of two and one-half middle order regions: London, Sarnia, and the east half of Chatham. Windsor's high order region with a population of 292,000 comprises only its own region and the western half of Chatham. The low total population of the Windsor area is not considered adequate for the establishment of a development region of metropolitan order. Consequently it is incorporated with the London development region, as shown in the next section.

Proposals for Development Regions

It is proposed that the development region should be based on a functional criterion, the city-centred region. The beneficial results of such an organization are that the community of interest between the city and the people of its hinterland develops; that this community of interest would generate a desire for improvement and development which, with help from the province, would create optimal results. The functional regions, with vague boundaries, were modified in order to fit into an approximately congruous set of sharply delimited administrative development regions. In the interest of continuity these boundaries should follow pre-existent county and township boundaries. The result is presented in Figure 5.

Two alternatives are proposed for discussion: either a triple hierarchy or a dual hierarchy of planning regions. The triple hierarchy would be composed of (1) the whole province of Ontario, (2) four high order regions, and (3) 19 middle order regions, as outlined in Figure 5. Population statistics for the high and middle order regions are given in Table 1.

For northern Ontario two high order regions (Sudbury and Lakehead) and several other regions (Kenora, Timmins, etc.) could be established. This alternative is closely geared to the highly differentiated functional pattern as it has evolved over one century. Within each one of the middle order development regions a number of cities and towns, in addition to the main centres could be identified as potential growth poles. Apart from their significance for economic development, functional regions of middle order might well qualify as the new framework for Ontario's proposed system of regional government. The community of interest of the city-centred region could overcome the century-old dichotomy in the local administration of urban and rural communities.

towns in relation to their farming base, water supply, outdoor recreational areas, and building resources, as well as their relation to locational factors. The point is that the planning concept will affect the concept of the region. This is illustrated as well in a negative way, by the recommendations of The Ontario Committee on Taxation (1967)⁴. The metropolitan regions which are recommended, separating urbanized areas from rural areas, would not be consistent with this kind of development concept.

It can be inferred from this experience that we have to evolve a development planning strategy in Ontario which includes a comprehensive set of regions, without foreclosing the opportunity in each part of the province to work out valid development concepts. The present bias of our society towards increasing leisure time and activity and greater mobility, suggests that our regions should not be based upon the travel and service patterns of the past. In this light, the much maligned economic regions of Ontario may, because of one attribute—their size—be the right regions although for the wrong reasons.

My own work in the Toronto and/or Central Ontario and Midwestern regions suggests that they provide a very necessary opportunity to explore the development options of the future, whether they take the form of a system of cities along a transportation corridor, dispersed smaller settlements in highland areas of great amenity, or development along recreation corridors.

To cope with the anomalies in the present regional system which have been demonstrated by Carol (1966), Hills (1967) and others, and to still retain the virtues of the system, I suggest that changes in regional boundaries be made progressively as valid development concepts emerge. At the same time, this entire process would be greatly aided if the Province were to implement the declared intention in the "Design for Development" statements, namely to evolve a concept of provincial growth. Given the substantial differences in the sub-areas of the province, such a concept would be most meaningful if it were expressed in terms of parameters of population, employment, and services for each region.

⁴The reader is asked to note the rationale for metropolitan regions as given in this report, v. 2, pp. 516-519: "A segregation of metropolitan areas under their own form of regional government".

TABLE 1
DEVELOPMENT REGIONS OF HIGH AND MIDDLE ORDER
FOR SOUTHERN ONTARIO

High Order	Population (000's)	Middle Order	Population (000's)
TORONTO	3,163	Toronto	1,945
		Kitchener	302
		Owen Sound	95
		Barrie/Orillia	162
		*North Bay	58
		Peterborough	132
		Oshawa	167
		Belleville	148
		Kingston	154
LONDON	896	London	447
		Sarnia	102
		Chatham	89
		Windsor	258
HAMILTON	825	Hamilton	449
		Brantford	119
		St. Catharines	257
OTTAWA	649	Ottawa	468
		Pembroke	64
		Cornwall	117

*Only southern part of development region included.

GERTLER

E. W. BAKER

Perhaps the greatest though least visible cost of scale is the changed taxpayer attitude. As the tax pool increases, the impact of any expenditure on one taxpayer decreases, his interest in economy wanes away and he focusses on expenditures in his area of interest e.g. subsidies. Thus at the national level it seems everyone — including the provinces — wants money spent rather than saved.

Net costs should be ascertained and acknowledged.

Regrettably, too little has been said on this subject because it is important to all levels of government. Many examples of government-induced incentives producing unplanned results could be cited but Ontario's sad experience in trying to control subdivision of lots under 10 acres may suffice. The power of public evasive action makes it worthy of advance consideration by government.

There is a basic motivation to escape — whether from work or boredom or control — or even from sterilized regional planning. So there is great potential in the regional use of dynamic and constructive incentives instead of controls. This requires co-ordination because the unit of government which perceives the need for guidance may not possess the best incentive tool.

To sum up, regional planning should be *independent* of any one unit of government but fostered by all levels and financed by both senior levels of government.

Amalgamation of regional services should be considered by municipalities. Regional jobs and talents should be better matched. Emphasis should be on SKILL rather than SCALE.

Amalgamation of municipalities (or regional government) should not be imposed. Big is not better in government.

Incentives should be better understood and utilized. Forecasting of reactions should be an express rather than an implied responsibility.

CAROL

The second alternative would be much broader, assuming that the high order regions with centres of a metropolitan level would form an adequate framework for development regions. In southern Ontario four such regions have been delimited on Figure 5: an eastern region with Ottawa as its centre, a central region with Toronto as its core, a western region with London, and the Niagara region with Hamilton as major focal point. Northern Ontario would probably have two regions: focusing on Sudbury and Fort William-Port Arthur respectively.

Within each of the development regions a varied number of growth poles could be identified, those which serve already as centres of middle order as well as several other cities with good growth potential. In the case of the western region, London, Windsor, Chatham, Sarnia, St. Thomas, Stratford, Woodstock, perhaps Goderich, and some others might qualify. In the case of the central region, Toronto, Kingston, Belleville, Trenton, Peterborough, Lindsay, Oshawa, Barrie, Orillia, Midland, Collingwood, Owen Sound, Parry Sound, North Bay, Kitchener-Waterloo, Guelph, Galt, and some others might qualify. Similarly, the growth poles of the Niagara region would consist of Hamilton, Brantford, St. Catharines, Welland, Niagara Falls, and Port Colborne. Growth poles of the eastern region would be Ottawa, Pembroke, Cornwall, Smiths Falls, and Renfrew. As an alternative, Brockville might be added to this region. Specific studies must determine the qualities of the various communities which industry and government would find suitable. If, from the point of view of integrative planning, it should be deemed desirable to treat the "Golden Horseshoe"² as one unit, the Niagara region might be merged with the central region.

Conclusion

The proposed hierarchical set of development regions, based on the city-centred functional pattern of southern Ontario, together with other alternatives, including the present ten economic regions, should be tested by the Regional Development Branch as to their relative merits for furthering regional development. *Regional Development* and *regional government* should be regarded as converging attempts to reshape Ontario's organizational pattern to the socio-economic needs and technological possibilities of the latter part of the twentieth century.

One might argue that the delimitation of development regions is of little significance for the process of economic development. If this should be the case, any set of administrative regions would serve, and one might as well continue with the present ten economic regions. If, however, spatial organization is considered to be an important variable, studies such as the present one should lead the decision-makers to select an optimal set of regions.

Some have argued that in the future the spatial organization of the cultural landscape may not follow the hierarchical principle of centrality; rather, it may follow a non-central principle. Consequently, they argue, future-oriented development regions ought not to tie in with the existing functional pattern as advocated in this paper. However, the cultural landscape is the result of a cumulative evolutionary process of the labours of generations, and therefore planning for the future can only bring about partial change. This is not to say that certain new forms of development, such as satellite cities, new lines of communications, and new recreational developments should not be incorporated into the historically developed landscape.

²This term refers to the urbanized zone along western Lake Ontario: Oshawa - Toronto - Hamilton - St. Catharines.

CAMDEN

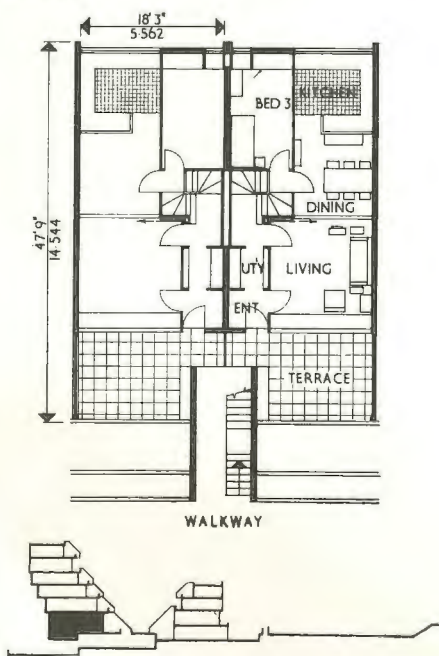
main pedestrian route, on the other side of which is a four storey double maisonnette terrace (block B). Between this block and the three storey terraced housing (block C) is the four acre (1.6 hectares) linear park, the east end of which is closed by the amenity buildings.

Access to all blocks is by stairs. Block A has four supplementary lifts running from the parking level to an upper gallery.

Parking space which helps to make good the deficiencies of adjacent estates, is under Blocks A and C, the main pedestrian route, and amenity buildings.

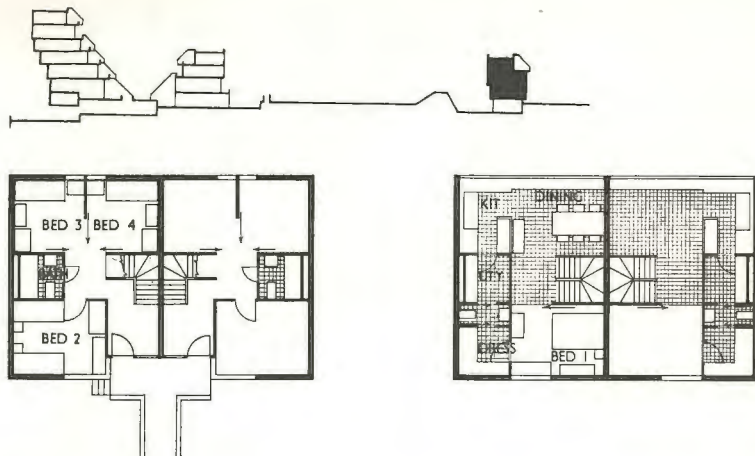
It will be interesting to see how this project is used by residents, and whether the flexibility is really appreciated. A concerted educational programme will probably have to be carried out by borough officers to ensure that residents are acquainted with the design objectives and are shown how best to suit their own needs.

Will residents be allowed to make structural and services changes to exploit fully the adaptability of the plans?



Block A 5p

Utility-stores could make a laundry area if services connections are possible. Double glazing and storage fittings on the north wall are to minimize external railway noise.



Block C 6p

This plan offers the most potential for adaptation: Kitchen-utility-dressing zone has many possibilities. A bath or shower, added in the dressing area or part of the utility store, could form a

second bathroom so that the master bedroom could be independent of the small upstairs bathroom. Partially separable bedrooms could form a twin-bedded room and adjacent play room.

GERTLER

In conclusion, one could draw attention to a statement in the recent national overview of urban growth in the Annual Review of the Economic Council of Canada:

In Southern Ontario a new dimension is beginning to appear as distinct urban-centred regions tend more and more to merge together and to create a new and complex web of interrelationships. On the whole, however, the regional and inter-urban aspects of city growth are relatively unexplored, and it appears the analytical and institutional arrangements for dealing with an emerging range of problems are scarcely developed. The task of dealing with these problems is urgent and should be a major pre-occupation of provincial public policy. . . . The essential need is for a synthesis, a comprehensive philosophy, a co-ordinated concept of urban development. (Economic Council of Canada, 1967, pp. 196-197 and 268).

It is my thesis that the formulation of such concepts deserves high priority at this time, and that the delineation of regions cannot sensibly proceed without reference to concepts of regional development evolved through a planning process.

PLANNING VACANCIES

TOWN OF MISSISSAUGA PLANNING BOARD

Requires
Senior Planner

In charge of Projects Division. Duties include subdivision design and administration, preparation of site development plans, and assisting in the preparation of neighbourhood and district plans.

Degree in planning or related field plus experience in municipal planning is required.

Salary Range: \$12,130 to \$13,950 plus merit raises.

Grade I Planner

Duties include subdivision and neighbourhood design, preparing reports on development proposals, and assisting in the administration of subdivision plans.

Degree in planning or related field plus some design experience is required.

Salary Range: \$10,020 to \$11,525 plus merit raises.

Grade II Planners and Planning Technicians

To assist in the research and evaluation of rezoning and subdivision proposals and the general administration of related projects.

A university degree and some experience in municipal planning is desired but not essential. Other combinations of education and experience will be considered.

Salary Range: Planning Technician \$7,510 to \$8,635 plus merit raises. Planner II \$8,275 to \$9,515 plus merit raises.

Apply to Personnel Director,
Town of Mississauga,
100 Dundas Street West,
Mississauga, Ontario.

OFFRE D'EMPLOI CITE DE SHERBROOKE - URBANISTE -

La Cité de Sherbrooke désirant améliorer son service d'urbanisme, est actuellement à la recherche d'un urbaniste.

Qualifications requises:

- Détenir une maîtrise en urbanisme, d'une université reconnue;
- Etre membre de la Corporation des Urbanistes de la Province de Québec;
- Avoir une expérience de quelques années dans le domaine;
- Une préférence sera accordée aux candidats dont le premier diplôme est en architecture, quoique les applications de candidats ayant un premier diplôme en génie ou en arpentage seront aussi acceptées.

Salaire:

- Intéressant, basé sur les qualifications du candidat choisi et sur son expérience.

Les candidats devront s'inscrire en fournissant leur curriculum vitae par écrit, au Directeur du Personnel, Hôtel de Ville, 145, rue Wellington nord, Sherbrooke, P.Q., avant le 12 février 1970.

TRANSPORTATION PLANNER Duties

To undertake transportation planning studies as part of a comprehensive regional planning program. Working with other professional staff on varied projects. Must be capable of undertaking a variety of assignments requiring initiative, judgement and a minimum of direction.

Qualifications

Recognized qualifications in transportation engineering with preference given to candidates with qualifications in urban and regional planning. Practical experience in both fields desirable.

Regional Plan in preparation and regional government study underway. Salary to be commensurate with experience and qualifications. For further information phone Mr. Hartley at 416-723-3411. Applications should be directed to:

Central Ontario Joint Planning Board
Oshawa Shopping Centre
King Street West
Oshawa, Ontario, Canada.

PLANNER for the CITY OF VICTORIA

Salary Range - \$12,108-14,628

Starting salary commensurate with qualifications and experience.

Applications are invited from qualified and experienced Planners for a position responsible to the Director of the Department of Community Development. Applicants must have a degree in Engineering or other appropriate discipline, together with a recognized qualification in Planning.

Responsibilities will include the development of a detailed master plan including development schemes, preparation of urban renewal proposals, assistance in the development and application of programmes of original research. Applicants must be capable of initiating proposals, to illustrate planning schemes graphically, and to write detailed and comprehensive reports. A comprehensive fringe benefit programme will apply, including a medical scheme, group life, sick leave and superannuation, and other allowances.

Applications in writing, stating age, experience, qualifications and earliest date services available, will be received by the Personnel Director, City Hall, Centennial Square, VICTORIA, BRITISH COLUMBIA, as soon as possible.

BELLEVILLE AND SUBURBAN PLANNING BOARD requires a TOWN PLANNER

To be responsible for current subdivision and land use proposals; updating and expanding basic planning research data; and assisting in Official Plan Studies.

Applicant must be a member of T.P.I.C. or equivalent, have a degree in Town Planning or related field and one or two years planning experience preferably in the municipal field.

Salary commensurate with qualifications and experience and within the range of \$7,100 to \$9,800. Excellent Fringe Benefits.

Apply in writing giving personal and professional background to:

Bert Kenny, P. Eng., M.T.P.I.C.,
Planning Director,
City Hall,
BELLEVILLE, Ontario.

A HERITAGE FOR ALL SEASONS

a study of interactions between
Urbanization and Leisure

CPAC'S NATIONAL PLANNING CONFERENCE

WINNIPEG, MANITOBA

September 27 - October 1st '70

CONGRES NATIONAL ASSOCIATION CANADIENNE D'URBANISME

L'Urbanisation et La Civilisation des Loisirs

Registration Fees	—	Inscription
members,	\$25,	membres
non-members,	\$30,	non-membres
delegates' wives,	\$10,	épouses des délégués

**Preliminary Program and Registration Forms
will be mailed to members in June.**

**COMMUNITY PLANNING
ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME**

NATIONAL PRESIDENT:

Allan G. Moffatt, P.Eng., Winnipeg, Man.

VICE-PRESIDENTS:

Claude Langlois, C.U.Q., Laval, P.Q.
J. Paul Melin, P.Eng., Saskatoon, Sask.

IMMEDIATE PAST PRESIDENT:

Professor R. Graham Murray, Q.C., Halifax, N.S.

CMHC COUNCILLOR:

John Fowlie, Ottawa, Ont.

NATIONAL COUNCILLORS:

William Kerr, Richmond, B.C.
Frank Dusel, Edmonton, Alta.
Manley LaFoy, Regina, Sask.
W. R. Milner, Selkirk, Man.
D. W. Middleton, P.Ag., Toronto, Ont.
B. A. Diekman, Toronto, Ont.
V. Lachance, Montmagny, P.Q.
M. R. Comeau, Longueuil, P.Q.
M. M. Somerville, Saint John, N.B.
Hans Foerstel, Halifax, N.S.
Hon. Mr. Justice J. D. Higgings, St. John's, Nfld.

COUNCILLORS-AT-LARGE:

Mrs. M. J. Lambert, Ottawa, Ont.
Dr. R. W. Collier, Vancouver, B.C.
C. Lefebvre, Laval, P.Q.

**NATIONAL DIRECTOR AND
REVIEW EDITOR:**

André Lapointe

NATIONAL OFFICE:

425 Gloucester St., Ottawa 4, Ont.

DIVISIONAL EXECUTIVE DIRECTORS:

R. Guy Spencer,
201-525 Seymour St., Vancouver 2, B.C.
Jack Maar,
212 Barry Bldg., Edmonton, Alta.
Mrs. B. C. Callum,
2817 Wascana St., Regina, Sask.
Mrs. E. M. Lord,
201-75 Albert St., Winnipeg 2, Man.
E. F. Tonge,
32 Isabella St., Toronto 5, Ont.
Jacques Ledoux,
1995 Boul. Charest O., Quebec 10, P.Q.
A. G. Watt,
P.O. Box 501, Saint John, N.B.
A. D. Grayston,
P.O. Box 211, Halifax, N.S.

**"THE
URGENCY TODAY
IN RELATION TO
URBAN PROBLEMS
IS TO ESTABLISH
CHANNELS FOR
CONSTRUCTIVE
DIALOGUE
BETWEEN PEOPLE
AND GOVERNMENTS
WITH THE OBJECTIVE
OF ELIMINATING
THE FRUSTRATIONS
AND ACCOMMODATING
THE ASPIRATIONS
OF ALL SECTIONS
OF URBAN SOCIETY"**



Cotisation, incluant abonnement
annuel \$7.50; étudiant \$1.00.
Abonnement seulement, \$3.00.
Chaque exemplaire, \$0.75.

Membership with annual
subscription \$7.50; Student, \$1.00.
Review subscription only, \$3.00.
Single copy, \$0.75.

The Honourable Robert Andras in a letter to CPAC
National President Allan G. Moffatt, February 2, 1970.

Mr. Grant Crawford,
Institute of Local Government,
Queen's University,
Kingston, Ont.